

THE HOWARD LEAGUE FOR PENAL REFORM

(A COMPANY LIMITED BY GUARANTEE)

ANNUAL REPORT & ACCOUNTS

for the year ended 31st May 1999

Company No. 898514 (England & Wales)

THE HOWARD LEAGUE FOR PENAL REFORM

COMPANY INFORMATION

Directors	Professor Andrew Rutherford Thomas Crowther
Secretary	Frances Crook
Status	Company limited by guarantee
Number	898514
Charity number	251926
Registered office	708 Holloway Road London N19 3NL
Auditors	Morley & Scott Lynton House 7-12 Tavistock Square London WC1H 9LT
Bankers	National Westminster Bank Plc P O Box 5038 53 Victoria Street London SW1P CafCash Ltd Kings Hill West Mallong Kent ME19 4TA

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THE HOWARD LEAGUE FOR PENAL REFORM

TRUSTEES REPORT

FOR THE YEAR ENDED 31 MAY 1999

The trustees present their report and the financial statements for the year ended 31 May 1999.

List of Trustees 1998/99

President Sir John Mortimer QC

Vice Presidents Sir Louis Blom Cooper QC
Professor Terence Morris JP
Lady Bland

Chair Professor Andrew Rutherford

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Baroness Hilton

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Professor Donald West
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Dr Martin Wright

THE HOWARD LEAGUE FOR PENAL REFORM

TRUSTEES REPORT

FOR THE YEAR ENDED 31 MAY 1999

Core Beliefs of the Howard League

The criminal justice system should be based on the principle of repairing the damage done by crime

Public resources should be concentrated on preventing crime

The penal system should make use of effective community based penalties

Imprisonment should be the last resort

Prisons should provide a more positive experience

Prisons should offer each prisoner a realistic chance of rehabilitation

The needs and rights of victims should be taken into account

Children should not be held in prisons

Objectives

1. To lead the development of a national penal policy, based on impartial and informed research
2. To educate the public and professionals in the UK and internationally about good practice in the penal and prison systems
3. To demonstrate practical sanctions and develop restorative measures and the rehabilitation of offenders.

Objectives for 2000

- To establish the nation's first Centre for Penal Reform
- To foster the public debate about restorative justice
- To extend the Howard League's Youth Justice Law Project and the work for children's rights in prisons
- To launch new research on education in prisons for young people
- To develop the Citizenship and Crime project
- To conduct and publish research on suicides in prisons, community sanctions, race and penal issues, work and industry in prisons, children and crime, and other topics of public concern

In the early years of this century Winston Churchill, the 'new liberal' home secretary, actively sought to reduce prison numbers and improve conditions within penal institutions. "The treatment of crime and criminals", he told the House of Commons, "mark and measure the stored-up strength of a nation". While a distinct aspect of Churchill's immediate legacy was a generalised bad conscience about imprisonment, as the century closes, there seems to be an emerging feel-good sense about prisons. Her Majesty's Opposition, after a year or so of constructive reflection, now appears to be reviving the simplistic notion of 'prison works', with calls for a massive escalation in the locking up of children. The mantra of the present home secretary, of 'making prisons work', seeks to bestow upon imprisonment a benign and hopeful mission. With prison numbers on the rise once again and with deplorable conditions existing in many institutions, it remains a crucial challenge for the Howard League to constantly inject a notion of scepticism into the prevailing public policy discourse.

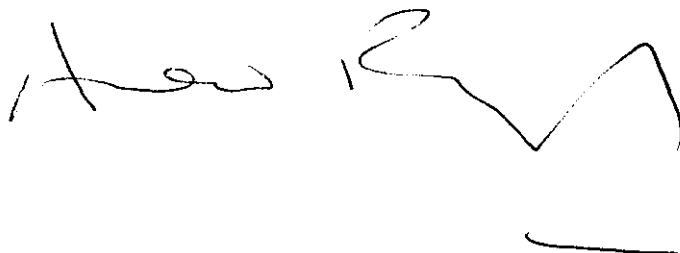
Over the last year, as this Report amply demonstrates, the Howard League has not only continued to keep a sharp and sceptical eye on current developments but has played a highly constructive role in enhancing an intelligent and informed discussion of key issues through a range of publications, conferences and seminars. It says much about the League's standing that it attracts the leading policy-makers, practitioners and academics to contribute to this vital part of the League's work. Frances Crook and her staff have also demonstrated much agility in their constant dealings with all branches of the media. This constructive stance by the League is also evident across the range of very practical activities described in these pages. The innovative Citizenship and Crime project with London schools has become a national model and our panel of lawyers with an expertise in youth justice may serve to restrain the current enthusiasm to incarcerate a new generation of young people.

These remarks underline the indebtedness of Council and the wider membership to the League's small staff. Without their professional dedication and personal enthusiasm the League would be little more than an empty shell. The League is also supported by Council members who willingly give their time and advice, and by many other people who volunteer to engage in a host of tasks. Our profound gratitude is also due to the wide range of companies, foundations and individuals which have provided financial support over the year. The League regards its independence as fundamental to its work, and, ultimately, this is determined through its total reliance on non-governmental sources of income.

In standing down as the League's chair at the Annual General Meeting in November, I look back over the last fifteen years with a tremendous sense of privilege and gratitude for the support I have been given. I have been especially fortunate in working closely with Sir Henry Fisher and latterly Sir John Mortimer as Presidents of the League. There has also been an amazing array of talented and committed people serving on the Council and its Executive Committee. Frances Crook was appointed as Director a year or so into my period as chair and it has been largely due to her tireless efforts that the League continues to go from strength to strength. I will take with me many warm memories of the extraordinary people who have been involved in the League's work over these challenging years. The Howard League represents the very best of our civil society, the vitality of which is another measure of the nation's strength.

Professor Andrew Rutherford
Chair

20 October 1999



Trustees' Report

The Howard Association's annual report for 1899 relates its efforts to introduce probation and prompt dealing for young people instead of imposing long sentences and penal servitude. It berates neglectful parents, pauperism, truancy and intemperance. William Tallack, the original Secretary, had written a pamphlet extolling the new idea of offenders restoring the damage done by their crime, rather than being merely punished. Many of the ideas pioneered by the Howard League have now become core components of the nation's common values.

Over the last century prison conditions have improved. Prison diet then was often at starvation levels, inflicting permanent damage to the health of convicts. Physical punishments, including of course, capital punishment, were common.

During the last 100 years, penological theory and practice have changed, and, there are indications that the new century could, possibly, herald a time of enlightenment and reform.

The Howard League is gratified that our trailblazing work on citizenship and crime has been consolidated into the National Curriculum. The Crime and Disorder Act introduced some experimental orders for reparation. Prison life is focusing more on reducing offending behaviour. Nevertheless, there remain many problems. We deplore the commercial imperative in prisons, the huge numbers of people going to prison unnecessarily, the marked differences in the imprisonment rates based on ethnicity and geography, and the inadequate level of political support for community sanctions.

Our educational work remains at the core of our activities, and the factsheets we publish were all brought up to date this year. We receive over 100 letters a week from students and interested people asking for a very wide range of information, and we try to respond to each one individually and promptly.

Success number 1

For three years in the early 1990s the Howard League ran the **Troubleshooter Project** based in Feltham which helped more than 800 boys aged 15 received into prison. We dealt with sentenced and remanded boys, taking their cases back to court to get bail or a reduction in sentence. We gave them boxer shorts, radios and newspapers. We offered them moral support and helped them deal with the prison authorities.

The project was such a success that we handed the work over to the Children's Society who worked with remanded boys in Feltham and Doncaster.

The Youth Justice Board announced this year that it was earmarking £2 million to develop this work by voluntary agencies nationwide.

Success number 2

In 1997 the Howard League conducted the first ever research into **girls in prisons**, and in 1998 we published a report which concluded that prison was a totally inappropriate response to the

offending by girls. A House of Lords debate forced the Government to consider the future treatment of this small number of challenging but needy young women.

In March 1999 Lord Williams, the Home Office Minister, announced that girls aged 15 and 16 would no longer be held in prisons following the introduction of the Detention and Training Order, and that long term arrangements for 17 year olds would move towards removing them from prison too.

Success number 3

The Howard League was founded in 1866, the year of the first Royal Commission into capital punishment which abolished public executions. Ever since then we have campaigned for the **total abolition the death penalty.**

Last year Jack Straw signed Optional Protocol number 6 of the European Convention of Human Rights which commits the UK to abolition, and every last vestige of the death penalty was removed from the statute book. The gallows in Wandsworth was dismantled.

Citizenship and crime project

Queen Elizabeth girls comprehensive school, Barnet
Henrietta Barnett girls school, Barnet
Hendon mixed comprehensive, Barnet
John Kelly boys technology college, Brent
Copland community school, Brent
Cardinal Hinsley Roman Catholic boys comprehensive, Brent
Willesden mixed school, Brent
Queen's Park comprehensive school, Brent
Claremont comprehensive school, Brent
Kingsbury High comprehensive school, Brent
The Pupil Referral Unit, Brent
Henry Compton boys comprehensive school, Hammersmith & Fulham
Hurlingham & Chelsea mixed comprehensive school, Hammersmith & Fulham
Lady Margaret school, Hammersmith & Fulham
Wood Lane Special school, Hammersmith & Fulham
Sion Manning Roman Catholic girls school, Kensington & Chelsea
Grey Coat Hospital school, Westminster
Quinton Kynaston community school, Westminster
North Westminster community school, Westminster
South Camden community school, Camden
Camden girls school, Camden
White Hart Lane school, Haringey

The programme was delivered in 23 schools involving nearly 3,000 children aged 13 to 14, and with the help of almost 300 adult volunteers.

The project takes Year 9 children off their normal timetable for two days and, using a highly structured programme including quizzes, drama, poster making and discussion, deals with sensitive issues in a safe environment. Children work in groups of about 10 aided by an outside volunteer who guides but does not direct. At the end of each day every group presents to a plenary session a drama illustrating their work. Day one concentrates on crime and its consequences, and day two deals with rights and crime prevention.

The Crime and Disorder Act placed a statutory duty on local authorities to consult local people in their plans for crime reduction strategies, but few of them involved children in that process. We introduced into our programme a questionnaire for children about their experiences of crime and ideas for prevention. The findings are being presented to the schools and to local councils so that children are seen as part of the crime solution, not the problem.

"Every single student felt they had learned a lot and enjoyed the experience tremendously. We hope this experience will not only teach the students about crime and the law but also make some of them think more carefully about indulging in anti-social activities." Deputy Head, South Camden Community School.

"The student pack was really good. It helped me think about crime and how it affects people and how people start doing crimes. How it is hard to stop and how you are pushed into it." School student, Willesden High school.

"It is most important for the borough to talk to young people to get their views and also inform them of crime, crime reduction and show them how they can be part of this." Community Safety Officer, Brent.

"Nobody could justly feel they were being evangelized by a pressure group. Nobody could emerge without a much clearer idea about the effect of one person's crime on other people's lives. And nobody could have failed to enjoy it. I hope very much that this brilliant project can be replicated much more widely through our schools. Our country would be a safer place if it was." Rt Hon Sir Henry Brooke QC, Law Lord.

Volunteer advisers included an obstetrician working with women from Holloway, a forensic psychiatrist, American students and law students, magistrates, police and lots more.

We were very pleased that Karen Buck MP, Barry Gardiner MP, Councillor Mrs Hanham, the leader of Westminster City Council, and other councillors and representatives of local education authorities visited the project.

Women on community service

The number of women sent to prison has increased by 100% in recent years, and yet the deleterious effect on the women themselves and their families is well known. The Howard League determined to investigate the experience of women on community service as this sanction has been consistently underused.

We found that some 3,000 women are sent to prison each year for 6 months or less, and that almost all of them would have benefitted from community service.

We visited community service schemes, talked to staff and women, and sent questionnaires to every probation service in the country.

Vicky's story

Vicky was 26 and was working on a project for adults with learning difficulties when we interviewed her.

She was married to a long distance lorry driver and stayed at home to look after their three girls aged 8, 6 and 3. She had committed a fraud, a first offence, and was sentenced to 180 hours community service and a fine of £2,600.

Her community project was a club for local adults with learning disabilities. She worked with one guest, doing jigsaws, playing games, doing crafts, and then helped the other workers to cook lunch and clear up afterwards. Vicky was also doing an access course working towards an NVQ.

Eight months into her placement, Vicky was extremely positive. She said: "I feel I am giving something back but I have also achieved something .. it has helped me to better myself. I like having responsibilities, I like it that people here need and trust you ... before I never saw anything through."

We published the report Do women paint fences too? Women's experience of community service in June and made a number of positive recommendations including

- an increase in the number of projects with child care facilities
- the creation of more all-female groups
- recruitment of more female staff

We concluded that it is important for the women and for the local community that this valuable work is done.

Suicides in prisons

In January we released figures which showed that 83 people had taken their own lives in prisons during the previous year.

- 42 prisons were affected by a suicide
- 5 died at Doncaster, 3 at Parc and 2 at Altcourse, all private prisons
- two thirds were unsentenced
- 9 were aged 18 or under, including a 16 year old.

In July the Howard League published Desperate Measures: Prison suicides and their prevention. The report built on our 15 years research and monitoring of suicides in prisons.

We revealed that

- 515 men, women and children had taken their own lives in prisons between 1990 and 1998
- 65% of them in local prisons
- more than half had been on remand
- a third had a history of mental health problems
- 78 under 21 year olds had died by their own hand
- 25 people took their own lives in commercially managed prisons up to July 1999

We reiterated our belief that the over use of prison puts a strain on resources and impairs suicide prevention initiatives. Relationships between prisoners and staff are often fraught and this adds to the sense of isolation. We called for an immediate end to the use of strip cells for suicidal prisoners. We said that reception procedures should be improved, and that every prison should provide constructive and meaningful activities.

There is widespread public concern about this waste of life. Howard League staff participated in almost 30 live radio interviews and phone-ins on the day we published the report.

Drugs in prisons

The Howard League was asked to submit a memorandum to the House of Commons Home Affairs Select Committee investigation into drugs in prisons.

Our report was published in March 1999 and said that drug use in prisons reflected, in a magnified way, drug use in the wider community. The British Crime Survey had found that nearly half of all young people had experimented with drugs, the majority with cannabis. In prisons, 19% prisoners tested positive for drugs, with 15% for cannabis.

We recommended that:

- Cannabis be depenalised within prisons with immediate changes to the disciplinary system, so that those testing positive would not be sentenced to extra days in prison
- Mandatory drug testing be abolished, as it leads to a significant expansion of the prison population and is detrimental to treatment and educational programmes
- Visitors to prisons should not be treated differently to other members of the community in respect of illegal drugs.

Over 1,000 people are arrested every year for taking drugs into prisons, but we found that they did not receive the same justice as if they had been caught in other circumstances.

Moir

She was a black woman aged 21, and it was her first offence. She was carrying cannabis she claimed was worth £30 and the police said was worth £39.

She had been in full time employment since leaving school at 16 and was working at a travel agency at the time of her arrest.

Her boyfriend was being bullied in prison and pressure was being placed on him by other prisoners to get Moira to bring drugs in. She had been visited at home by strangers who put pressure on her to smuggle drugs to her boyfriend. She said she was too scared to refuse.

She was sentenced to one year in prison.

Mothers and babies in prison

The Howard League believes that prison is no place for babies. Indeed, it may even be unlawful for babies to be held in prisons since the European Prison Rules state:

No person shall be received into an institution without a valid commitment order

Nor do we consider it humane for babies to be forcibly separated from mothers. Thus we have campaigned for the criminal justice process to put the best interests of babies before the need to punish women who offend, and to use community sanctions in all but the most serious cases. We have suggested that in exceptional cases when a woman who is pregnant or has a young baby commits a serious and violent offence she should be held in a small local unit jointly managed by the Prison Service and Probation, but outside prison walls.

We were therefore pleased to support the court case of "E" last December when she challenged the decision by Holloway prison to refuse her a place for her baby. The Court of Appeal made it explicit that international law and domestic law on the rights of the child, as well as all good practice, should be one of the major considerations in deciding whether to give a place in a prison mother and baby unit. The welfare of the child must now be a primary consideration. This was a truly significant result.

Following this court case, the Prison Service set up an Inquiry to consider the future of mother and baby units. The Howard League was invited to take part in the Inquiry, but we decided that whilst we were pleased to submit evidence, we could not be responsible for policy formulation by the Prison Service and retain our scrupulous independence.

In the event, we were proved right. The Inquiry report, published in July was a whitewash and a wasted opportunity. It recommended minor changes to the system, and is likely to result in more babies being sent to prison.

The Howard League's report In the Best Interests of Babies had been submitted to the Prison Service and published in February. The court case and subsequent publication of our report caused a public sensation, proving that there is real concern about the welfare of babies and mothers in prison.

During our investigations we became aware that the Council of Europe had never done any specific work on the issue of babies in prisons. We therefore worked with a member of the British Parliamentary delegation, Dr Rudi Vis MP, who sponsored a resolution. It called for the development of community sanctions for women and recognised that the imprisonment of babies was unhealthy. This was signed by parliamentarians across the parties and from several

countries. The Social, Health and Family Affairs Committee has appointed Dr Vis as rapporteur for the motion and the Howard League will be working closely with him next year.

Women lifers

In April we published research which showed that women lifers:

- have recommended prison terms that are too long
- spend years in prison beyond their tariff
- have limited opportunities to work
- pose little threat to the public

The report Life in the shadows examined women's experience of a life sentence, and included testimony from staff and women prisoners. Our survey revealed that there were 137 women lifers compared to 3,797 men. We could find no evidence that any woman had ever killed again on release.

One group of women lifers told us that some women end up wearing secondhand underwear and that they feel like children having to ask prison staff for replacements for worn out clothes.

Meena

Meena is a frail 70 year old woman who speaks very little English. She has a recommended prison term of 10 years but has already spent more than 14 years inside.

Kylie

Kylie was 17 when sentenced to life for arson. She had set fire to the front desk of a social services office when they threatened to take her baby away. She was refused a place in a mother and baby unit and her baby is now in care. She had a recommended tariff of 18 months, but will certainly spend much longer in prison.

Children

In January the Social Services Inspectorate published its report into the Medway Secure Training Centre, the prison for children aged 12 to 14 run by a subsidiary of Group 4.

The report was damning. It said that the regime in Medway was confirming children in their criminogenic behaviour. The company had employed inexperienced staff and had failed to train them properly. Education was unsatisfactory, which the Howard League had witnessed during our own visit. Some children had virtually no access to fresh air. It criticised almost every aspect of Medway, even though the numbers of children being held had been reduced because of previous problems.

Despite this, the Government allowed Group 4 to open a second prison for children at Rainsbrook in the summer.

To coincide with this, we published Child Jails: the case against secure training centres, a report which exploded the myth of the persistent offender and suggested more effective remedies for child offenders.

Our concerns about prisons for children were included in a second report, Protecting the Rights of Children which described how the juvenile justice system in England and Wales breached the United Nations Convention on the Rights of the Child. We drew attention to the trial of children in adult courts, the removal of *doli incapax* which had given protection to children in courts, and the increasing use of prison for teenagers.

Youth justice law project

This year we set up a new project to develop our legal work for the protection of young people in custody. The project works in two ways: we are able to give advice to lawyers and youth justice workers about bail, sentencing and the placement of teenagers; and we have set up a group of lawyers expert in the field of juvenile justice to co-ordinate support for their clients.

We have:

- referred individual cases to specialist solicitors
- provided advice on cases
- assisted in court cases challenging the treatment of children in prison.

A 14 year old boy whose bail conditions stipulated that he had to live outside the county, which would have forced him to leave the children's home where he lived. We advised the children's home manager that this was unlawful and the boy's lawyer was then able to appeal successfully to the High Court.

A 15 year old boy, acknowledged to be emotionally damaged but progressing well in the secure unit where he had lived for a year. The Prison Service decided he had to spend the last four months of his sentence in a prison. As a result of Howard League representations to the Prison Service, he was allowed to remain in the secure unit.

The Youth Justice Law Project committee:

Hamish Arnott
Mark Ashford
David Beddingfield
Helen Butcher
Chris Callendar
Simon Creighton
John Dickenson
Helen Grindrod QC
Mark Grindrod
Tony Holland

Prisoner's Advice Service
Taylor Nichol
14 Gray's Inn Square
2 Garden Court
Harrison Bundy, Leeds
Bhatt Murphy
Grayson's, Sheffield
15-19 Devereux Court
LSE
Howard League

Daniel Machover
Pamela Martin-Dominquez
Fran Russell
Liz Sutcliffe
Geraldine Van Beuren
Ian Wise
Richard Wise

Hickman Rose
Powell Spencer
Howard League
Hickman Rose
St Mary's Westfield
Doughty Street chambers
HMB, Stoke on Trent

Criminal law enforcement

In 1998 the Howard League had held a seminar to consider Sir Iain Glidewell's review of the Crown Prosecution Service. Our keynote speaker was Professor August 't Hart of Leiden University, whose paper we published this year under the title Criminal law enforcement and legal protection. The paper analyses civilized criminal policy and emphasized the values which arise from legal protection.

Citizenship and crime conference

The seventeenth annual conference was held in New College, Oxford, in September 1999 and over 100 people from across the criminal justice spectrum participated.

The theme was citizenship and crime which was addressed by speakers as diverse as Professor Bernard Crick of the Qualifications and Curriculum Authority, Roger Graef, the film maker, Professor Paul Rogers of the Department of Peace Studies at the University of Bradford, Inspector Paul Wilson of the Black Police Association and Ken Sutton, the Director of Regimes at the Prison Service.

Practitioners and academics gave papers to seminars and workshops, and the event concluded with a lively Question Time.

Convivial social events included a candlelit dinner at which our President, Sir John Mortimer, spoke.

Training

We held two training conferences on children in the criminal justice system for practitioners during the year.

In March we held a session building on our research into through-care and post custody provision for children. Lord Williams, Mark Perfect from the Youth Justice Board, Victor Adebawale from Centrepont, Sue McCormick, the Governor of Portland YOI, Annabella Scott JP, and Brendan O'Keefe, the manager of Kensington and Chelsea youth offending team, addressed a crowded room. Mark Grindrod, who had undertaken the research, explained that we had found serious failings in the supervision of young people coming out of prison. The conference participants discussed ideas for an improved service ready for the introduction of the detention and training order.

Later that month, we held a conference on children in prison. This was addressed by Lord Warner, Ian Sparks from the Children's Society, Paul Manwaring, the Governor of Huntercombe YOI, Felicity Clarkson from the Prison Service, Sue Wade, from Hampshire Probation, and Angela Sarkis of the Church Urban Fund. Fran Russell stressed that the Howard League did not want to see the practice of holding children in prisons continue into the next millennium.

In July we held a conference to debate the media's treatment of penal issues. The Howard League has long been concerned that the way crime and punishment issues are reported affects the public perception of crime, which in turn impacts on policy formulation. Guy Black, the Director of the Press Complaints Commission; Nick Cohen from the Observer; Angela Devlin, the writer; Jane Peel from the BBC; Clive Soley MP, the Chair of the Parliamentary Labour Party; Dick Whitfield, the Chief Probation Officer of Kent Probation; and Professor Richard Sparks from Keele University, led a lively, and at times, heated debate. We talked about the identification of offenders, and the media influence on the fear of crime.

House of Lords reception

A star studded gathering of 300 people, including Prunella Scales and Timothy West, attended the wine reception on the terrace of the House of Lords which generated almost £3,000 towards fundraising. Lord Archer of Weston super Mare acted as our host for the afternoon when Helena Kennedy was unable to attend, and John Mortimer extracted donations from people.

Political party fringe meetings

We co-hosted fringe meetings at the three main party conferences with the National Association of Probation Officers.

Alan Beith M.P., Lord Dholakia, and Maurice Hawker from the Howard League Council held a Question Time meeting attended by about 50 people at the Liberal Democrat conference in Harrogate.

Lord Bassam, the Home Office Minister, Keith Vaz M.P., a Minister in the Lord Chancellor's Department, Frances Crook and Judy McKnight spoke to a busy meeting at the Labour Party Conference. The Howard League was given a free stall at the conference and used this opportunity to garner support and members by organising a quiz. The first prize was a day in prison!

David Lidington M.P., shadow home affairs spokesman, Sir Peter Lloyd M.P., and David Mathiesen conducted the Question Time session at the Conservative Party Conference in Blackpool.

AGM

Our AGM was extremely well attended in 1998, so much so that extra chairs were gathered from adjoining rooms. It was most gratifying to have so many people from such diverse professions attending.

The Rt Hon Jack Straw M.P., the Home Secretary, gave the guest lecture in which he set out the Government's plans for reducing crime and promoting confidence in the rule of law

Professor Terence Morris, our Vice President, presented the Margery Fry Award to the Leeds Victim/Offender unit for its pioneering work in the development of restorative justice. A Special Commendation was given to the Prisoners' Wives and Families Society. Professor Andrew Rutherford presented the Media Award to Nick Cohen of the Observer for his incisive coverage of penal issues. A special commendation was given to Roger Phillips of BBC Radio Merseyside.

International

The Howard League was granted Consultative Status with the United Nations in 1947. This year we once again received requests for technical assistance from the United Nations to undertake specific pieces of advisory work in individual countries.

Jack Holland and Christian Kuhn represented the Howard League at the 1999 United Nations Crime Commission meeting in Vienna in order to pursue our concerns about the quality of justice and minimum standards.

Bill Burnham attended the UN Commission on narcotic drugs in Vienna. The Howard League is becoming increasingly concerned at the emphasis being placed on law enforcement through the apprehension and punishment of drug traffickers, in place of the quality of justice.

The Director attended a Council of Europe parliamentary session, holding meetings with parliamentarians and officials.

Prisons

The Howard League keeps closely in touch with prisons. During the year staff have visited:

Belmarsh
Brixton
Dover YOI
Featherstone
Glen Parva YOI
Highpoint
Hindley YOI
Hollisley Bay YOI
Huntercombe YOI
Norwich
Onley YOI

Pentonville
Portland YOI
Ranby
Wandsworth
Winchester
Wormwood Scrubs

We have also visited community service projects, probation, youth justice and newly formed Youth Offending Teams, Community Safety, police, courts and have kept in close touch with many voluntary agencies.

Fundraising and finances

The Howard League relies entirely on voluntary donations from many individuals, trusts and companies. We do not accept government money, but guard our independence and integrity.

We are therefore extremely grateful to the many hundreds of people who make our work possible through their donations and their voluntary effort.

The fundraising highlight of the year was the lunch in Wormwood Scrubs prison, organised for us by Lord Chadlington. Some 50 guests collected their plastic trays of lunch from the servery alongside prisoners from D wing, and sat at tables to share the meal. The guests were shown round the wing and did a short tour of the prison, having had just a flavour of the meaning of imprisonment. Lord Chadlington made a generous donation to the prison which will go towards educational provision.

Much effort was expended in raising funds and promises of gifts towards the establishment of the Centre for Penal Reform. We hope that next year we will be able to celebrate the inauguration of the country's first dedicated resource centre for reform of the penal system.

During the year we set up The Howard League Trading Co Ltd, a wholly owned subsidiary company of the Howard League. This company will market our greetings cards.

We want to thank our bank, the National Westminster Victoria branch and our auditors, Morley and Scott, for their help during the year.

Media

Media coverage of our work continued to be extensive. Television cameras visit the office regularly to interview staff about our research. When we published the report on suicides in prisons we were asked to do so many live radio interviews we had to deploy four staff simultaneously for two hours. As well as the main national and local media outlets, we were also called by a wide range of specialist media.

The Howard Journal and HLM

Four editions of the Howard Journal were published during the year, expertly edited by David Wilson and Tony Fowles. Brenda McWilliams continued as the publishing editor putting the journal together, and Greg Mantle was the book review editor.

The Howard League is very grateful to this energetic and committed team for their work which produces a journal with an international reputation. The high number and extraordinary quality of articles submitted for publication is testament to their work.

A wide variety of articles were published covering issues as diverse as reporting rape in London, crime on the internet, and electronic monitoring.

Staff and volunteers

Anita Dockley gave birth to a healthy baby daughter, and she returns to work at the Howard League next year. Tim Colbourne was employed as the Policy Officer specialising in prisons during her maternity leave. Barbara Norris was promoted to Events and Promotions Officer.

We are very grateful to the hundreds of people (too many to name) who volunteered their time and effort to help on the Citizenship and Crime project, and to those who have helped in the office.

We employed Ian Kerr as our fundraising consultant during the year, to help with the appeal for the Centre for Penal Reform.

Staff

Frances Crook	Director
Euginia Lolomari	Assistant Director
Fran Russell	Assistant Director
Lorraine Atkinson	Citizenship and Crime Project
Gemma Barker	Administrative Assistant
Barbara Norris	Event & Promotions Officer
Charlotte Day	Policy Officer
Anita Dockley	Policy Officer (Maternity leave April 99)
Tim Colbourne	Policy Officer (From April 99)
Sabina Williams	P.A. to the Director/Citizenship & Crime Project
Catryn Yousefi	Citizenship and Crime Project

TREASURERS' REPORT

The Financial Statement for the 1998/99 year clearly reflects the continued growth of the activities of the Howard League. They also show the commendable determination of the trustees to keep expenditure on Administration to minimum reasonable levels.

Total income for The Howard League increased by £105,706, over the 1997/8 year an increase of some 25%.

Within this figure restricted income increased by 28% over the previous year to £193,360 clearly indicating the determination to focus on specific key activities such as the Crime and Citizenship programme.

On the other hand, an increase in non restricted income of some 23% to £331,891 reflects the Howard Leagues' intention to retain the ability to focus on the wide range of crucial issues which surround penal reform.

The Howard Leagues' expenditure increased by £49,828 over the 1997/98 year to £435,833. However within this figure a reduction in Fundraising and publicity expenditure of £11,292, and the containment of an increase in Management and administration expenditure to £4,631 allowed an increase in direct charitable expenditure of £56,489.

The net result of the Howard Leagues' activities for the year is an increase in net resources of £93,968 resulting in an available year end balance of £320,521.

Year 2000 Compliance

The trustees have assessed the risks to the charity resulting from the change to the year 2000. The Howard League depends on a computerised accounting system to prepare the accounts and record the transactions. The computer hardware and software used by the charity have been purchased within the last two years and are guaranteed to be year 2000 compliant. Therefore, no costs are envisaged in the respect.



Thomas Crowther
Treasurer

20 October 1999

STATEMENT OF DIRECTORS' RESPONSIBILITIES

Company law requires the directors to prepare financial statements for each financial year which give a true and fair view of the state of affairs of the company and of the profit or loss of the company for that period. In preparing those financial statements, the directors are required to:

- select suitable accounting policies and then apply them consistently;
- make judgements and estimates that are reasonable and prudent
- prepare the financial statements on the going concern basis it is inappropriate to presume that the company will continue in business.

The directors are responsible for keeping proper accounting records which disclose with reasonable accuracy at any time the financial position of the company and to enable them to ensure that the financial statements comply with the companies Act 1985. They are also responsible for safeguarding the assets of the company and hence for taking reasonable steps for the prevention and detection of fraud and other irregularities.

AUDITORS' REPORT

We have audited the financial statements on page 23 to 32 which have been prepared under the historical cost convention as modified by the revaluation of certain fixed assets and the accounting policies set out on page 25-26.

RESPECTIVE RESPONSIBILITIES OF THE DIRECTORS AND AUDITORS

As described on page 21 the directors are responsible for the preparation of the financial statements. It is our responsibility to form an independent opinion, based on our audit, and on those statements and to report our opinion to you.

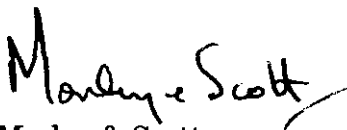
BASIS OF OPINION

We conducted our audit in accordance with Auditing Standards issued by the Auditing Practice Board. An audit includes examination, on a test basis, of evidence relevant to the amounts and disclosures in the financial statements. It also includes an assessment of the significant estimates and judgements made by the directors in the preparation of the financial statements, and of whether the accounting policies are appropriate to the company's circumstances, consistently applied and adequately disclosed.

We planned our audit so as to obtain all the information and explanation which we considered necessary in order to provide us with sufficient evidence to give reasonable assurance that the financial statements are free from material misstatements, whether caused by fraud or other irregularity or error. In forming our opinion we also evaluated the overall adequacy of the presentation of information in the financial statements.

OPINION

In our opinion the financial statements give a true and fair view of the state of affairs of the company as at 31 May 1999 and of its surplus for the year then ended and have been properly prepared in accordance with the Companies Act 1985.



Morley & Scott
Chartered Accountants
Registered Auditor
London

.....25 October.....1999

Statement of Financial Activities (Incorporating an income and expenditure account)
For the year ended 31 May 1999

	<u>Notes</u>	<u>1999</u> Unrestricted Funds £	Restricted Funds £	<u>1999</u> Total Funds £	<u>1998</u> Total Funds £
<u>Incoming resources</u>					
Donations	4	161,938	193,960	355,898	287,490
Membership Income		65,065		65,065	70,283
Legacy Income	5	37,402		37,402	4,969
Investment Income		2,996		2,996	2,506
Conferences and Publications		53,175		53,175	45,156
Interest receivable		<u>11,315</u>	<u> </u>	<u>11,315</u>	<u>9,741</u>
Total incoming resources		<u>331,891</u>	<u>193,960</u>	<u>525,851</u>	<u>420,145</u>
<u>Resources expended</u>					
Direct charitable expenditure	6	163,713	185,009	348,722	292,233
Management & administration	7	52,950	-	52,950	48,319
Fundraising and publicity	8	<u>19,547</u>	<u>14,614</u>	<u>34,161</u>	<u>45,453</u>
Total resources expended		<u>236,210</u>	<u>199,623</u>	<u>435,833</u>	<u>386,005</u>
Net incoming/(outgoing) resources		95,681	(5,663)	90,018	34,140
Other recognised gains and losses					
Unrealised gains on revaluation of Investments		<u>3,950</u>	<u> </u>	<u>3,950</u>	<u>15,934</u>
Net movements in fund		99,631	(5,663)	93,968	50,074
Balance at 1 June 1998		<u>61,783</u>	<u>164,760</u>	<u>226,553</u>	<u>176,479</u>
Balance at 31 May 1999	17	<u>161,424</u>	<u>159,097</u>	<u>320,521</u>	<u>226,553</u>

All income and surpluses derive from continuing activities. All recognised gains and losses are shown above.

Balance Sheet
as at 31 May 1999

	<u>Notes</u>		<u>1999</u>		<u>1998</u>
FIXED ASSETS		£	£	£	£
Tangible assets	10		84,199		83,360
Investments	11		<u>115,398</u>		<u>79,326</u>
			199,597		162,686
CURRENT ASSETS					
Stocks - goods for resale		1	1		
Debtors	12	4,296	6,821		
Cash at bank and in hand		<u>216,262</u>	<u>159,854</u>		
		220,559	166,676		
CREDITORS: amount falling due within one year	13	<u>(36,698)</u>	<u>(35,835)</u>		
NET CURRENT ASSETS			<u>183,861</u>		<u>130,841</u>
TOTAL ASSETS					
LESS CURRENT LIABILITIES			383,458		293,527
CREDITORS: amounts falling due after more than one year	14		<u>(62,937)</u>		<u>(66,974)</u>
NET ASSETS			<u>320,521</u>		<u>226,553</u>
INCOME FUNDS					
Unrestricted funds			161,424		61,793
Restricted funds	15		<u>159,097</u>		<u>164,760</u>
	17		<u>320,521</u>		<u>226,553</u>

These financial statements have been prepared with the special provision of Part VII of the Companies Act 1985 applicable to small companies.

These financial statements were approved by the Board on 20 October 1999



Andrew Rutherford
Director



Thomas Crowther
Director

NOTES TO THE ACCOUNTS

FOR THE YEAR ENDED 31 MAY 1999

1. ACCOUNTING POLICIES

a) Basis of accounting

The financial statements are prepared under the historical cost convention as modified by the revaluation of certain fixed assets and in accordance with applicable accounting standards and include the results of the company's operations as indicated in the directors' report, all of which are continuing. The financial statements follow the recommendations in statements of Recommended practice Accounting for Charities.

The company has taken advantage of the exemption in financial Reporting Standard No. 1 from the requirement to produce a cash flow statement on the grounds that it is a small company.

b) Depreciation

Depreciation is calculated to write off the cost of tangible fixed assets on a straight line basis over their estimated useful lives on the following basis: -

Fixtures, furniture and equipment	10 per cent per annum
Library books	15 per cent per annum
Computers	50 per cent per annum

c) Stocks

Stocks have been valued at the lower of cost and net realisable value.

d) Investments

Fixed asset investments are valued on the basis of a mid market value at the Balance Sheet date.

Any gain or loss arising on revaluation is taken on the Statement of financial activities.

e) Income

Donations, legacies, membership income and fixed asset investment income are accounted for on a receivable basis by the company.

f) Apportionment of expenses

Salaries, National Insurance, pension costs and office overheads are apportioned between Direct Charitable, Expenditure and other Expenditure based upon a fair estimate of time spent by employees in each area.

g) Restricted Funds

Restricted funds are to be used for specified purposes as laid down by the donor. Expenditure, which meets these criteria, is identified to the fund, together with a fair allocation of management costs.

h) Value added tax

The company is registered for VAT. The accounts include any irrecoverable Vat under management and administration expenses.

i) Pensions

The pensions cost charged in the financial statements represent the contributions payable by the charity during the years in accordance with SSAP 24.

2. Operating Surplus

This is stated after charging the following	<u>1999</u>	<u>1998</u>
Depreciation on owned assets	<u>£2,797</u>	<u>£2,865</u>
Auditors' remuneration	<u>£4,500</u>	<u>£5,100</u>
Hire costs and operating leases	<u>£2,680</u>	<u>£2,586</u>
Interest payable on loans repayable in more than five years and after crediting:	<u>£5,791</u>	<u>£6,355</u>
Interest receivable and similar income	<u>£11,315</u>	<u>£9,741</u>

3. Taxation

The company is not liable to corporation tax as its activities are solely for charitable purpose.

Notes to the accounts for the year ended 31 May 1999

4. <u>Donations</u>	1999		1999	1998
	Unrestricted	Restricted	Total	Total
	Funds	Funds	Funds	Funds
	£	£	£	£
General Donations	161,938	-	161,938	137,024
Follow up Research	-	627	627	20,897
Imprisonment of Girls	-	653	653	10,060
No Child jails	-	-	-	185
Property fund donations	-	17,104	17,104	20,244
Crime & Citenzenship	-	115,956	115,956	95,148
Magazine-HLM	-	-	-	3,932
Youth Law Project	-	5,300	5,300	
Youth Policy Project	-	29,320	29,320	-
Women & Community Sanctions	-	19,000	19,000	
Publications	-	6,000	6,000	-
	<u>161,938</u>	<u>193,960</u>	<u>355,898</u>	<u>287,490</u>

5. Legacy Income

There is an outstanding legacy of £16,000 due to the Howard League which is still going through administration and is expected to be completed during the next financial year.

6. Direct Charitable Expenditure

Salaries and national Insurance	90,021	133,035	223,056	193,944
Recruitment	611	1,164	1,775	1,859
Books and Subscriptions	1,487	120	1,607	1,925
Howard Journal and HLM	33,804	-	33,804	30,313
Conference & seminar expenses	19,600	2,839	22,439	10,126
Conferences & Meetings	2,523	1,092	3,615	3,324
Travelling expenses	4,178	1,542	5,720	6,120
Publication Costs	2,592	17,023	19,615	14,828
Telephone & Postage	4,751	8,929	13,680	16,116
Stationery	382	3,482	3,864	5,091
Consultancy Costs	300	2,879	3,179	-
Misc. Expenses	1,495	8,603	10,098	2,513
Staff Training	185	285	470	1,072
Equipment Hire	-	1,340	1,340	-
Premises costs and other overheads	<u>1,784</u>	<u>2,676</u>	<u>4,460</u>	<u>5,002</u>
	<u>163,713</u>	<u>185,009</u>	<u>348,722</u>	<u>292,233</u>

Notes to the accounts for the year ended 31 May 1999

	Unrestricted Funds	1999 Restricted Funds	1999 Total Funds	1998 Total Funds
	£	£	£	£
7. <u>Management and administration</u>				
Salaries and national Insurance	19,871		19,871	15,858
Depreciation	2,797		2,797	2,865
Telephone & Postage	2,749		2,749	2,050
Travelling expenses	1,104		1,104	855
Audit & Accountancy	4,500		4,500	5,100
Recruitment	1,164		1,164	-
Books & Subscriptions	574		574	-
Miscellaneous expenses	4,288		4,288	2,841
Meeting and Conference	1,521		1,521	1,231
Printing and stationery	2,855		2,855	3,714
Bank Charges	2,005		2,005	1,958
Equipment Maintenance	1,668		1,668	1,934
Staff Training	165		165	-
Equipment Hire	1,340		1,340	2,586
Premises costs and other overheads	558		558	972
Mortgage Interest	<u>5,791</u>		<u>5,791</u>	<u>6,355</u>
	<u>52,950</u>		<u>52,950</u>	<u>48,319</u>

8. Fund-raising and Publicity

Salaries and National Insurance	9,720	9,415	19,135	21,538
Greeting Cards	3,293		3,293	5,711
Printing and Postage and stationery	2,657	2,285	4,942	7,289
Professional Fund-raising costs		2,761	2,761	8,333
Travelling expenses	136		136	
Books & Subs	145		145	
Misc Expenses	3,038	153	3,191	1,648
Premises costs and other overheads	<u>558</u>		<u>558</u>	<u>934</u>
	<u>19,547</u>	<u>14,614</u>	<u>34,161</u>	<u>45,453</u>

9. Staff Costs

	1999 £	1998 £
Staff costs during the year were as follows:		
Salaries and pensions	239,830	211,537
Social Security	<u>22,232</u>	<u>19,803</u>
	<u>262,062</u>	<u>231,340</u>

The average monthly number of persons employed by the company during the year was as follows:-

	1999	1998
Direct objectives	8	8
Management and administration	<u>2</u>	<u>1</u>
	<u>10</u>	<u>9</u>

10. Tangible fixed assets

	Long Leasehold Premises £	Computer £	Fixtures Furniture & Equipment £	Library Books £	Total £
Cost					
At beginning year	80,000	21,579	11,419	2,018	115,016
Additions	<u>-</u>	<u>-</u>	<u>3,636</u>	<u>-</u>	<u>3,636</u>
At end of year	<u>80,000</u>	<u>21,579</u>	<u>15,055</u>	<u>2,018</u>	<u>118,652</u>
DEPRECIATION					
At beginning of year	-	20,215	9,424	2,017	31,656
Charge for year	<u>-</u>	<u>1,212</u>	<u>1,585</u>	<u>-</u>	<u>2,797</u>
At end of year	<u>-</u>	<u>21,427</u>	<u>11,009</u>	<u>2,017</u>	<u>34,453</u>
NET BOOK VALUE					
At end of year	<u>80,000</u>	<u>152</u>	<u>4,046</u>	<u>1</u>	<u>84,199</u>
At beginning of year	<u>80,000</u>	<u>1,364</u>	<u>1,935</u>	<u>1</u>	<u>83,360</u>

The net book value at 31 May 1999 represents fixed assets used for:

	Long Leasehold Premises £	Computer £	Fixtures Furniture & Equipment £	Library Books £	Total £
Direct charitable purposes	70,000	133	3,540	1	73,674
Fundraising and publicity	1,000	2	51	-	1,053
Management and administration	<u>9,000</u>	<u>17</u>	<u>455</u>	<u>-</u>	<u>9,472</u>
	<u>80,000</u>	<u>152</u>	<u>4,046</u>	<u>1</u>	<u>84,199</u>

Notes to the accounts for the year ended 31 May 199911. Fixed Assets Investments

Listed Investments:	£
Market Value at 1 June 1998	79,326
Net gains on revaluation	3,950
Additions	<u>32,122</u>
Market Value at 31 May 1999	<u>115,398</u>

At 31 May 1999 the charity held units in the Caf Balanced Growth Fund with a market value of £63,785, and held units in Caf Income Fund with a market value of £13,752. Each of these holdings represents more than 5% of the market value of listed investments held at 31 May 1999.

<u>12. Debtors</u>	<u>1999</u>	<u>1998</u>
	£	£
Income tax recoverable	851	2,813
Prepayments and accrued income	3,445	2,828
VAT recoverable	-	<u>1,180</u>
	<u>4,296</u>	<u>6,821</u>

13. CREDITORS- amounts falling due within one year

	<u>1999</u>	<u>1998</u>
	£	£
Operating creditors	6,170	13,348
Accruals & Deferred Income	30,528	21,252
Social Security	-	<u>1,235</u>
	<u>36,698</u>	<u>35,835</u>

14. Creditors: amounts falling due after more than one year

	<u>1999</u>	<u>1998</u>
	£	£
Mortgage loan	<u>62,937</u>	<u>66,974</u>