Lancashire

Annual Report
2010-11

MAPPA
PROTECTION THROUGH PARTNERSHIP

Keeping Lancashire Safe

Managing the most serious sexual and violent offenders

The priority for everyone who works within the criminal justice system in Lancashire is to protect people from the potentially dangerous offenders who are being supervised in the community.

Keeping Lancashire safe means that offenders who have committed the most serious sexual and violent crimes must be managed using specific procedures.

These procedures are known as MAPPA, or Multi-Agency Public Protection Arrangements, and are the processes through which three statutory agencies, Police, Probation and Prison Services, work together with other agencies to protect the public. All criminal justice staff must have a knowledge and understanding of MAPPA as everyone in these organisations has a role to fulfill.

Wherever possible, once prisoners have completed their prison sentence they are resettled in the community. An offender will be subject to certain licence conditions on release, depending on their length of sentence and on their offence. We work closely with offenders to ensure they gain access to help and support to tackle their criminal behaviour. This might be providing help with finding accommodation, assisting with employment or offering treatment for drug, alcohol or mental health problems.

This also means imposing tough controls. Offenders who are assessed as presenting a high risk to the public are subject to very strict monitoring to help reduce that risk. This may mean that they have to live where approved and are subject to curfew orders for a period of time. It may also mean that they are restricted from visiting certain places, having contact with certain people and must report regularly to the police.

Behaviour is rigorously monitored and if it gives cause for concern, the offender can be - and usually is - returned to prison.

At the same time our processes ensure we deliver quality services to victims to help them through the traumatic and potentially devastating effect violent or sexual crime has had on their lives.

We regard all cases extremely seriously and work hard to eliminate any risks posed. However, the system is not flawless and there is always the risk that some of those individuals may re-offend. However, Lancashire maintains its impressive record in reducing this risk, and by working together we are developing new approaches to our arrangements which will make the streets of Lancashire even safer.

Violent and sexual offending is a sensitive issue which understandably provokes strong emotions and fear. This annual report is aimed at informing you of the facts and processes and sets out how the agencies work together to protect you and your family.

The three main agencies that operate MAPPA are Lancashire Probation Trust, Lancashire Constabulary and Her Majesty's Prison Service, and the success of this arrangement relies on the agencies working together. To find out more about the role of each of the agencies within MAPPA and more about our plans for the year ahead, visit www.lancashireprobation.co.uk or www.lancashire.police.uk

What is MAPPA?

MAPPA background

(a) MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders (MAPPA-eligible offenders) under the provisions of sections 325 to 327B of the Criminal Justice Act 2003.

(b) They bring together the Police, Probation and Prison Services in each of the 42 areas in England and Wales into what is known as the MAPPA Responsible Authority.

(c) A number of other agencies are under a Duty To Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Trusts, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.

(d) The Responsible Authority is required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from each of the Responsible Authority and duty to co-operate agencies.

(e) Lay Advisers are members of the public with no links to the business of managing MAPPA offenders and act as independent, yet informed, observers; able to pose questions which the professionals closely involved in the work might not think of asking. They also bring to the SMB their understanding and perspective of the local community (where they must reside and have strong links).

How MAPPA works

- MAPPA-eligible offenders are identified and information about them is shared by the agencies in order to inform the risk assessments and risk management plans of those managing or supervising them.

- In the majority of cases that is as far as MAPPA extends but in some cases, it is determined that active multi-agency management is required. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.

- There are 3 categories of MAPPA-eligible offender: **Category 1** - registered sexual offenders; **Category 2** – (in the main) violent offenders sentenced to imprisonment for 12 months or more; and **Category 3** – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm.

- There are three management levels intended to ensure that resources are focussed upon the cases where they are most needed; generally those involving the higher risks of serious harm. **Level 1** involves ordinary agency management (i.e. no MAPPA meetings or resources); **Level 2** is where the active involvement of more than one agency is required to manage the offender but the risk management plans do not require the attendance and commitment of resources at a senior level. Where senior oversight is required the case would be managed at **Level 3**.

MAPPA is supported by ViSOR. This is a national IT system for the management of people who pose a serious risk of harm to the public. The police have been using ViSOR since 2005 but, since June 2008, ViSOR has been fully operational allowing, for the first time, key staff from the Police, Probation and Prison Services to work on the same IT system, thus improving the quality and timeliness of risk assessments and of interventions to prevent offending. The combined use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when these high risk offenders move, enhancing public protection measures. All MAPPA reports from England and Wales are published online at: www.justice.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2011				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1,249	851	-	2,100
Level 2	28	27	18	73
Level 3	6	4	5	15
Total	1,283	882	23	2,188

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	75	87	42	204
Level 3	11	7	5	23
Total	86	94	47	227

RSOs cautioned or convicted for breach of notification requirements	112

Restrictive orders for Category 1 offenders	
SOPOs, NOs & FTOs imposed by the courts	
SOPOs	113
NOs	0
FTOs	0

Level 2 and 3 offenders returned to custody for breach of licence or sent to custody for breach of SOPO				
	Category 1: Registered sex offenders	**Category 2: Violent offenders**	**Category 3: Other dangerous offenders**	**Total**
Breach of licence				
Level 2	18	38	17	73
Level 3	6	6	3	15
Total	24	44	20	88
Breach of SOPO*				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	100

This figure has been calculated using the 2010 Mid-Year Population Estimate published by the Office for National Statistics on 30 June 2011, excluding those aged less than ten years of age.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2011 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2010 to 31 March 2011.

(a) MAPPA-eligible offenders – there are a number of offenders defined in law as eligible for MAPPA management, because they have committed specified sexual and violent offences or they currently pose a risk of serious harm, although the majority (94% this year) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

(b) Registered Sexual Offenders (RSOs) – those who are required to notify the police of their name, address and other personal details and to notify any changes subsequently (this is known as the "notification requirement.") Failure to comply with the notification requirement is a criminal offence which carries a maximum penalty of five years imprisonment.

(c) Violent Offenders – this category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.

(d) Other Dangerous Offenders – offenders who do not qualify under the other two MAPPA-eligible categories, but who currently pose a risk of serious harm which requires management via MAPP meetings.

(e) Breach of licence – offenders released into the community following a period of imprisonment of 12 months or more will be subject to a licence with conditions (under probation supervision). If these conditions are not complied with, breach action will be taken and the offender may be recalled to prison.

(f) Sexual Offences Prevention Order (SOPO) – a court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender's behaviour in the community. The full order lasts for a minimum of five years, and can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender loitering near schools or playgrounds. If the offender fails to comply with (i.e. breaches) the requirements of the order, he can be taken back to court and may be liable to up to five years imprisonment.

(g) Notification Order – this requires sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.

(h) Foreign Travel Orders – these prevent offenders with convictions for sexual offences against children from travelling abroad where this is necessary to protect children from the risk of sexual harm.

Lancashire's MAPPA Achievements

The Statutory Agencies:

What the Probation Service do

It is the duty of Lancashire Probation Trust to protect the public and reduce reoffending in the community.

The Trust assesses each offender's level of risk and if the offender is deemed a threat to the community, they are managed throughout the course of their sentence.

This includes working with offenders who are subject to community orders or who receive custodial sentences of more than 12 months.

Chief Executive Robert Mathers said: "Lancashire Probation Trust provides appropriate management for each offender using a number of tools. We also provide reports to the courts to help judges and magistrates make their sentencing decisions. Those offenders deemed to be likely to cause the most harm to the public will be closely supervised to try and reduce the risk and some may even be required to live with a greater level of supervision in approved premises.

"No system of assessment or sentence management is flawless as it is never possible to eliminate risk entirely. So, despite best efforts, there will be times when an offender subject to supervision will re-offend. However, very few commit serious or harmful further offences."

What the Police do

MAPPA is central to Lancashire Constabulary's ability to work in partnership, to manage and reduce the risk posed by offenders living within our communities.

The Constabulary's Public Protection department leads the force's operations to manage violent and sexual offenders, and a full-time MAPPA co-ordinator works within these offices.

Chief Constable Steve Finnigan said: "On rare occasions, despite various measures being put in place, a person will go on to reoffend, and this can lead to a serious case review being held, so that lessons can be learned for the future.

"The success of MAPPA in Lancashire is down to our ability to work effectively in partnership, both locally and at a strategic level – it is also down to the leadership of MAPPA chairs in making critical and timely decisions. It is vitally important that we continue to build on the successes of our current arrangements in order to effectively protect the communities of Lancashire."

What the Prison Service do

The last year has seen further improvements in the way the Prison Service in the North West contributes to the protection of the public through the Multi Agency Arrangements. Working closely with its Responsible Authority partners in the Police and Probation, the Prison Service has closer links than ever with the Duty to Cooperate Agencies within MAPPA in Lancashire.

Alan Scott, Custodial Services Manager for NOMS North West Region said: "The year enabled all the partners to build on the findings and recommendations from the joint regional review of public protection carried out the previous year and make real progress in the assessment and management of the risk posed by these offenders.

"There is clear evidence of increased use of ViSOR in prisons, and offender management units in prisons have continued to develop and improve the way they work to protect the public. There have been measurable advances in the sharing of information about the way offenders behave in custody, which has contributed to more targeted, and robust management strategies on release.

"During 2011/12 we will continue to further build on these strong foundations. Work will continue to strategically manage the North West prison population including priority being given to getting prisoners closer to home to facilitate more effective management of offenders in the transition from custody to the community. I want to further improve public protection by ensuring wherever possible that lessons are

learned that will enhance the management of the most dangerous offenders by the staff in my prisons.”

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Lancashire Probation Trust

HM PRISON SERVICE

Lancashire Constabulary

police and communities together