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# **Patterns of reconviction among offenders eligible for Multi-Agency Public Protection Arrangements (MAPPA)**

**Mark Peck**

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# Summary

## Context

Multi-Agency Public Protection Arrangements (MAPPA) were established in 2001 under the Criminal Justice and Court Services Act 2000 and are considered an integral part of the Criminal Justice System in dealing with serious violent and sexual offenders. The Act charged the chief officer of police and the then local probation board for each area to assess and manage the risk posed by these offenders. Home Office guidance (2001) encouraged a widening of this partnership, so that a number of statutory and voluntary agencies would assist in this process. Later, the Prison Service joined the Police and Probation Service as the 'responsible authority' for MAPPA under the Criminal Justice Act 2003.

The MAPPA process involves an assessment of risk posed by an offender, upon which a risk management plan is subsequently based. This can include, for example, setting appropriate licence conditions, applying for Sexual Offences Prevention Orders (SOPOs), or identifying accommodation within local authority housing. Offenders posing the highest risk are referred to a Multi-Agency Public Protection panel meeting, a forum in which the offender's risk and management plan can be discussed in detail with the participating agencies.

MAPPA evolved from professional practice during the 1990s in dealing with dangerous offenders. The emergence of Public Protection Panels (PPPs) and multi-agency work to manage registered sexual offenders (following the Sex Offenders Act 1997) was central to this evolution and, accordingly, much of the work focused on sexual offenders. The Criminal Justice and Court Services Act 2000 sought to standardise this existing multi-agency work and provided the opportunity to widen the scope to include non-sexual violent offenders.

There have been three key process evaluations of MAPPA (Maguire *et al*, 2001; Kemshall *et al*, 2005; and Wood and Kemshall, 2007). These illustrated improving standards and greater consistency of MAPPA during its early implementation. Data on Serious Further Offences, breaches and recall are provided in the MAPPA annual reports (see Ministry of Justice 2010b) but are difficult to compare over time, and date back only to 2005/6.

This piece of research aimed to address this knowledge gap. It has explored whether reconviction rates of 'MAPPA-eligible' offenders released from custody into the community changed in England and Wales since the introduction of MAPPA in 2001.

## Approach

This study compared the one-year reconviction rates of seven annual cohorts of 'MAPPA-eligible' offenders released from custody between 1998 and 2004 (N = approximately 9,500 offenders in each cohort). The term 'MAPPA eligible' includes two distinct groups of offenders:

- those released between 1998 and 2000 whose index offence and sentence length would have qualified them for MAPPA had the arrangements been in operation;
- those released between 2001 and 2004 who, given their index offence and sentence length, were presumed to have been subject to MAPPA upon release.

Two-year reconviction rates were also calculated for the 1998, 2001, 2002, 2003 and 2004 cohorts.

This study is not representative of the entire MAPPA population as certain groups of offenders were not included. Those released from hospitals<sup>1</sup>, registered sexual offenders released before 1998 or given community sentences, offenders given life sentences, and certain Category 3 MAPPA offenders were not included in this study.<sup>2</sup>

In assessing the impact of any intervention or management strategy, comparing outcomes (e.g. reconviction) before and after implementation (a pre-post method) has limitations. In this study, factors other than MAPPA could lie behind any observed differences in reconviction between the cohorts released before and after MAPPA implementation (e.g. changes in sentencing practices). However, examining reconviction rates in this way can help to identify any change which may be associated in part with the introduction of MAPPA.

## Results

- Offenders released from custody between 2001 and 2004 (i.e. after the implementation of MAPPA) had a lower one-year reconviction rate than those released between 1998 and 2000. This remained true at the two-year follow-up for those cohorts where this had been calculated. The one-year reconviction rate had been declining before 2001, but fell more steeply after MAPPA was implemented.
- Immediately either side of MAPPA implementation, the one-year reconviction rate fell 2.7 percentage points for MAPPA-eligible offenders.

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<sup>1</sup> This would include offenders sentenced to hospital orders.

<sup>2</sup> See page 4 for the classifications of MAPPA offenders.



- Pre- to post-MAPPA implementation there was a comparatively large fall in the proportion of violent offenders reconvicted after one year, and among those calculated to pose a high risk of reoffending.
- These findings should be considered in the context of an increase in the national one-year reconviction rate for adult offenders released from custody from 2000 to 2002 and then a fall thereafter (Ministry of Justice (2010d) – further details are given on pages 13 and 14).

## Conclusion

The results of this study show a reduction in reconviction rates among sexual and violent offenders released between 2001 and 2004 compared to 1998-2000, which coincided with the introduction of MAPPA in 2001. Though the methodology used cannot evaluate the specific impact of MAPPA on reconvictions, this reduction may be associated in part with MAPPA. As many offenders managed under MAPPA represent the most serious offenders released into the community from custody, this is an encouraging finding for those involved in their management.

# 1. Context

This work was undertaken on behalf of the Public Protection and Mental Health Group (PPMHG) in the National Offender Management Service (NOMS), who are responsible for Multi-Agency Public Protection Arrangements in England and Wales.

## 1.1 Introduction and background

On 1 April 2001, the enactment of the Criminal Justice and Court Services Act 2000 marked a significant moment in the management of serious violent and sexual offenders in England and Wales. The Act placed a statutory obligation on the Police and Probation Service to deliver multi-agency arrangements to assess and manage the risk posed by such offenders. These became known as Multi-Agency Public Protection Arrangements, or MAPPA.

The Act defined the chief officer of police and the local probation board for each area in England and Wales as the 'responsible authority' to manage this process. They were given responsibilities to:

- establish arrangements for the purpose of assessing and managing the risks posed by relevant sexual or violent offenders, or any other dangerous offender who could cause serious harm to the public;
- review these arrangements with a view to monitoring their effectiveness, making changes where necessary;
- produce a report to detail these arrangements (Criminal Justice and Court Services Act 2000).

Though the Police and Probation Service were given the lead in the MAPPA process, the Home Office's *Initial Guidance* to support the Act noted that a number of statutory and voluntary agencies would have a role to play (Home Office, 2001). These could include the Prison Service, social services, health and local authority housing. In 2004, the Prison Service joined Probation and the Police as the MAPPA responsible authority (under provisions of the Criminal Justice Act 2003).

The guidance was clear that a multi-agency approach is necessary for adequate risk management. Different agencies offer a variety of information on offenders' histories and needs (required for risk assessment) and provide a range of services to help manage them in the community. At a minimum, MAPPA requires an assessment of the risk posed by an offender, which forms the basis for a risk management plan. Maguire *et al* define risk

management in the context of public protection as “any actions taken by a panel as a whole, or by the police, probation service or other agency, to attempt to reduce the risk of the commission of an offence by a particular offender” (2001, page 26). The management plan can therefore include a range of actions, including setting appropriate licence conditions, police visits, or identifying accommodation within local authority housing.

For those offenders posing the highest levels of risk, the *Initial Guidance* (Home Office, 2001) recommended referral to a Multi-Agency Public Protection Panel (MAPPP), a forum in which the offender’s risk and management plan could be discussed in detail with the participating agencies. These small number of cases require additional action and resources to help manage their risk. The *Initial Guidance* noted that management of offenders referred to a MAPPP could only be achieved on an inter-agency basis, which might involve the sharing and disclosure of information, treatment from health services, visits from police, seeking a Sex Offender Order etc (Home Office, 2001; Maguire *et al* 2001). The risk level of these offenders should be closely monitored to allow any change in circumstances to be matched with a change to the risk management plan.

### Origins of MAPPA

A multi-agency approach to dealing with dangerous offenders was not completely new, although the Criminal Justice and Court Services Act 2000 was important in creating consistent and formal standards (Kemshall *et al*, 2005). The changes put forward by the Act, and developed in the *Initial Guidance*, emerged from professional practice during the 1990s in dealing with sexual and violent offenders (Maguire *et al*, 2001).

The first such system were Public Protection Panels (PPPs), which encouraged the sharing of information between agencies to help manage the risk posed by ‘potentially dangerous offenders’. The early impetus for PPPs came from the Probation Service, who sought more effective ways to identify and supervise offenders who posed a risk of harm while on licence in the community. Over time, various agencies came to be represented at PPPs, including the Prison Service, Police, social services, housing departments and health authorities.

The second was the Sex Offenders Act 1997, and along with it the requirement that certain sexual offenders must register their details at their local police station. For every ‘registered’ offender, the policy was for the police to consult the local Probation Service and undertake a risk assessment. For those deemed to pose a significant risk, management plans were put in place which could involve sharing information and actions with other agencies (Maguire *et al* 2001).

Kemshall and Maguire (2001, page 238) note that this piece of legislation was the “*catalyst*” for assessing and managing risk in a multi-agency setting. Accordingly, much of the work with dangerous offenders leading up to the establishment of MAPPA focused on sexual offenders. Kemshall and Maguire (2001) made an estimate suggesting that between 80-90% of the dangerous offenders had committed sexual offences. Maguire *et al* (2001), however, reported that this multi-agency work was inconsistently applied.

Various commentators have argued that these legislative and policy-based changes throughout the 1990s created an organisational and cultural change among the Police and Probation Service, resulting in greater trust and cooperation between the two (Bryan and Doyle, 2003; Nash, 2006). The Criminal Justice and Court Services Act 2000 capitalised on this partnership, and sought to standardise existing multi-agency work. Additionally, it provided the opportunity to widen the scope of multi-agency risk management to more violent offenders, and create consistent standards across England and Wales.

### Previous research on MAPPA

There have been three key studies of the work of PPPs and MAPPA, all of which were qualitative process evaluations. The first, by Maguire *et al* (2001), looked at the operation of PPPs and illustrated a number of good practices which focused predominantly on sexual offenders. Probation and police areas made use of risk assessment tools to classify offenders, and established action plans to help manage the risk of those posing the most threat. However, the research highlighted variability in relation to risk assessment and management plans (particularly with low- and medium-risk offenders), resourcing difficulties, and inefficient monitoring/review systems.

The second study, conducted by Kemshall *et al* (2005), aimed to assess the progress made since the Maguire *et al* study, particularly following the enactment of the Criminal Justice and Court Services Act 2000 and two successive MAPPA Guidance documents, which aimed to standardise multi-agency work following deficiencies in practice reported by Maguire *et al* (2001). Findings suggested an improvement in consistency across MAPPAs, evidenced by a formal tiered system of assessment and management, as well as active engagement with a range of partners from other agencies. The tiered operational structure, still in place today, consists of three levels of management to which each MAPPA offender is assigned. These reflect the degree of multi-agency cooperation required to effectively implement the offender’s risk management plan. Offenders may be moved up or down the levels to reflect changes in the risk they present, or the action required to manage it.

- **Level 1:** Ordinary Agency Management. These offenders are subject to the usual management arrangements applied by whichever agency has the lead in supervising them. Information will still usually be exchanged between relevant agencies, especially between Police and Probation, but formal multi-agency meetings will not be held to discuss the offender's case.
- **Level 2:** Active Multi-agency Management.<sup>3</sup> The risk management plans for these offenders require the active involvement of several agencies via regular multi-agency public protection meetings.
- **Level 3:** Active Multi-agency Management.<sup>4</sup> As with offenders managed at Level 2, the active involvement of several agencies is required. However, the risk presented by offenders managed at Level 3 means that the involvement of senior staff from those agencies is additionally required to authorise the use of special resources, such as specialised accommodation.

In addition to the three levels, there are also three 'categories' of MAPPA offender. Category 1 refers to registered sexual offenders (i.e. offenders required to comply with the notification requirements set out in Part 2 of the Sexual Offences Act 2003). Category 2 offenders are violent and other sexual offenders, who have been sentenced to 12 months or more in custody. Category 3 offenders are classed as 'other' offenders – they are not in Category 1 or 2, but are considered by the responsible authority to pose a risk of serious harm to the public.

The third MAPPA process study focused on the management of sexual offenders under MAPPA (Wood and Kemshall, 2007). This research concluded that a variety of mechanisms available to MAPPA practitioners (which included the ability to set licence conditions, restrict behaviour, recommend police home visits and treatment programmes, and even disclosure of an offender's details) contributed effectively to managing sexual offenders in the community.

Due to the qualitative and process nature of these evaluations, no statistical information (e.g. reconviction rates) was used to try to assess the impact of MAPPA on reoffending. However, some data on offenders subject to MAPPA are available elsewhere. The Criminal Justice and Court Services Act 2000 made it a requirement of each MAPPA area to produce a report

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<sup>3</sup> Level 2 previously referred to 'Local Inter-Agency Risk Management'. This was changed to 'Active Multi-agency Management' after 2004.

<sup>4</sup> Again, the terminology has changed since 2004. This level was previously known as 'MAPPP'.

describing details of their arrangements. The information contained in these reports has been annually collated and summarised (see Home Office, 2006; Ministry of Justice, 2010b) and provides detail on the total number of offenders subject to MAPPA, as well as the number of recalls, breaches and Serious Further Offences. Reliable data are available from 2005/6.

Some key points from these figures.

- The number of Level 2 and Level 3 MAPPA offenders who have breached their licence conditions has fallen between 2005/6 and 2009/10, although the number of offenders subject to Level 2 and 3 management also fell (Ministry of Justice, 2010b).
- In 2009/10, 196 MAPPA offenders were charged with a Serious Further Offence.<sup>5</sup> However, this figure cannot be compared with previous years due to changes in counting rules, most notably that the 2009/10 figure included offending by offenders managed at Level 1. (Previously, only Level 2 and 3 offenders were included.)

Although this information is invaluable in monitoring the operation of MAPPA across England and Wales, it does not help answer questions about whether reconviction rates of serious offenders changed following implementation of MAPPA.

## 1.2 Rationale and aims for this research

There is a lack of information on the reconviction rates of MAPPA offenders. The *Multi-Agency Public Protection Arrangements Annual Report* (Ministry of Justice, 2010b) noted the number of MAPPA-eligible offenders charged with a Serious Further Offence in 2009/10, and for the first time this included data on offenders managed at MAPPA Level 1. Consequently, it is not possible to make comparisons with previous years, and there is no information on general reconviction rates – that is, the number of MAPPA offenders who are reconvicted for any offence, regardless of its seriousness.

This research aimed to address this knowledge gap, specifically to explore whether reconviction rates of MAPPA-eligible offenders released into the community from prison custody changed in England and Wales since the introduction of MAPPA in 2001.

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<sup>5</sup> Serious Further Offences are defined in Probation Circular 22/2008 (National Probation Service, 2008). This circular removed wounding with intent to cause grievous bodily harm (GBH) as a Serious Further Offence, making comparisons before 2008 difficult.

## 2. Approach

To assess whether the introduction of MAPPA coincided with a change in reconvictions among eligible offenders, it was necessary to investigate reconvictions before MAPPA was implemented. This study therefore calculated the reconviction rates for all MAPPA-eligible offenders discharged from custody (including institutions for juveniles) between 1998 and 2004.

In this research, the term 'MAPPA eligible' includes two distinct groups of offenders:

- those released between 1998 and 2000 whose index offence and sentence length would have qualified them for MAPPA had the arrangements been in operation;
- those released between 2001 and 2004 who, given their index offence and sentence length, were presumed to have been subject to MAPPA upon release.

The Powers of Criminal Courts (Sentencing) Act 2000, and later the *MAPPA Guidance* in 2003 (Home Office, 2003), made it clear which offences (and custodial sentences) would qualify an offender for MAPPA.<sup>6</sup> Details of an offender's index offence and sentence length were therefore used to create a 'pre-MAPPA' group of offenders, who were not supervised under MAPPA following their discharge in 1998, 1999 and 2000, but would have been had the arrangements been in operation at the time. Due to the nature of their offence and sentence, this research has assumed the 'post-MAPPA' offenders, discharged between 2001 and 2004, were managed under MAPPA. This assumption has been made because there is no single MAPPA caseload database from which to draw a sample.<sup>7</sup>

In relation to assessing the impact of any intervention or management strategy, such a pre-post method has limitations,<sup>8</sup> primarily that factors other than MAPPA could lie behind any observed differences in reconvictions between the two groups (e.g. changes in sentencing practices or the economic climate). MAPPA was rolled out nationally when implemented in 2001, which means a suitable control group of offenders released from custody after implementation could not be identified – all those eligible were subject to management under MAPPA. Therefore, what would have happened to reconviction rates of violent and sexual

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<sup>6</sup> Some of these offences changed as a result of the Sexual Offences Act 2003, which repealed the Sex Offenders Act 1997, and in doing so introduced a new set of sex offences (e.g. child grooming). These new offences have also been included within this study.

<sup>7</sup> Consequently there is no single data source on how long an offender was managed under MAPPA, or at which level of risk management.

<sup>8</sup> Please see Friendship *et al* (2004) for an overview on scientific methods for reconviction studies.

offenders without MAPPA cannot be identified. Using a pre-post methodology to examine reconviction rates can, however, help to identify any change which may be associated in part with the introduction of MAPPA.

The study period of 1998-2004 was chosen for two reasons.

- 1) It allowed a short (three-year) trend of reconvictions for pre-MAPPA offenders to be established.
- 2) Major legislation affecting violent and sexual offenders (for example the Sex Offenders Act 1997 and the Crime and Disorder Act 1998) was mostly in place by 1998, meaning the cohorts from each year in the study were subject to the same requirements. This enabled a more reliable comparison as it lessened the likelihood that such events were behind any observed differences between the pre- and post-MAPPA groups in reconvictions.

## 2.1 Data sources and cohort details

This study examined the reconvictions of offenders released into the community following a custodial sentence. The Inmate Information System (IIS), held by the Ministry of Justice, was used to identify offenders released from custody in 1998-2004 who matched the index offence and sentencing criteria which would qualify them for MAPPA. The index offences which qualified an offender for consideration in this study can be found in Appendix 1.

Details of offenders were matched to the Offenders Index (OI) for reconviction information. The OI contains criminal history data for offenders convicted of standard list offences from 1963 (Home Office, 1998).<sup>9</sup> It uses data collected from Crown and Magistrates' Courts in England and Wales and holds information on age, sentencing dates, offence details and disposal types. As it holds little information on breaches, and no recall data, the focus of this study is on criminal convictions post-release from custody, i.e. reconvictions.

The Police National Computer (PNC) extract held at Ministry of Justice is used as the criminal conviction database for the National Statistics on reoffending, but was not used in this research. The extract holds criminal conviction data for offenders who have had a conviction after 2000. Some offenders in the 1998 and 1999 cohort did not have a conviction after 2000, meaning they could not be matched to the PNC extract. The PNC was therefore

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<sup>9</sup> Standard list offences are all indictable or triable either way offences, with the addition of more serious summary offences. The Offenders Index does not hold data on police cautions.



not a suitable database for the analysis. Though the PNC could have been used for the later cohorts, the OI was used to ensure a reliable comparison between cohorts.

One disadvantage of the OI compared to the PNC is that it does not have an 'offence date' entry, only a conviction date, meaning this study looked at reconvictions within one year. The National Statistics, in comparison, represent convictions for reoffences within a year, which includes a six-month 'waiting' period after the one-year follow-up to allow offences committed in that year to be proven by a court conviction (Ministry of Justice, 2010d). This methodology is more suitable in detecting reconvictions for serious offences for example, because the court process to secure such a conviction can take a considerable length of time (see Ministry of Justice, 2010f). Thus, the findings of this research should be considered in the context that there is no 'waiting' period after the year follow-up, and results more simply reflect court convictions within a year of release.<sup>10</sup>

### Exclusions from the cohort

The data sources used in this study do not provide information on the full offender population eligible for MAPPA. The cohorts examined did not include offenders released from hospitals, registered sexual offenders released prior to 1998 or subject to community orders, or offenders given life sentences. Category 3 MAPPA offenders who had a conviction for an offence listed under Appendix 1 would have been included in this study if they were released from prison custody. Other Category 3 offenders were not included because of difficulties in identifying them. This is because they are brought under MAPPA management at the judgement of the responsible authority if they are considered to pose a risk of serious harm to the public, and are not necessarily convicted offenders.

This study, therefore, is not representative of the whole MAPPA population. Rather, it has investigated the reconvictions of MAPPA-eligible offenders discharged into the community from custody.

### Cohort details

The following tables provide detail on each cohort and illustrate a similarity on a range of characteristics over time. Table 2.1 provides a gender breakdown of the cohorts, and shows

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<sup>10</sup> Consequently, the OI may pick up 'pseudo-reconvictions'. This is where a 'reconviction' may relate to an offence committed prior to the offender entering custody and not actually in the follow-up period (see Lloyd, Mair and Hough (1994) for a discussion on reconviction methodology).

that a large number of offenders eligible for MAPPA on release from custody are men. This is similar to the wider prison population (Ministry of Justice, 2010c).

**Table 2.1: Gender breakdown**

	1998 % (n)	1999 % (n)	2000 % (n)	2001 % (n)	2002 % (n)	2003 % (n)	2004 % (n)
	N = 9,587	N = 9,838	N = 9,586	N = 8,939	N = 9,855	N = 9,998	N = 9,876
<b>Male</b>	96 (9,244)	97 (9,527)	97 (9,266)	96 (8,618)	96 (9,438)	95 (9,505)	95 (9,389)
<b>Female</b>	4 (343)	3 (311)	3 (320)	4 (321)	4 (417)	5 (493)	5 (487)

Table 2.2 provides information about the index offences which would have qualified the offenders for MAPPA. Most were convicted of a violent offence, although approximately one-sixth were sexual offenders. Of these, most were convicted of a serious sexual offence, such as rape or sexual assault. (See Appendix 1 for a summary list of offences included in each category presented below.)

**Table 2.2: Type of index offence**

	1998 % (n)	1999 % (n)	2000 % (n)	2001 % (n)	2002 % (n)	2003 % (n)	2004 % (n)
	N = 9,587	N = 9,838	N = 9,586	N = 8,939	N = 9,855	N = 9,998	N = 9,876
<b>Serious violent offenders</b>	26 (2,510)	27 (2,688)	25 (2,399)	26 (2,330)	25 (2,482)	25 (2,512)	25 (2,500)
<b>Other violent offenders</b>	58 (5,553)	58 (5,657)	58 (5,598)	58 (5,160)	60 (5,879)	60 (6,022)	60 (5,913)
<b>All violent offenders</b>	84 (8,063)	85 (8,345)	83 (7,997)	84 (7,490)	85 (8,361)	85 (8,534)	85 (8,413)
<b>Serious sexual offenders</b>	14 (1,328)	13 (1,297)	15 (1,415)	14 (1,274)	13 (1,293)	13 (1,275)	13 (1,260)
<b>Other sexual offenders</b>	2 (196)	2 (196)	2 (174)	2 (175)	2 (201)	2 (189)	2 (203)
<b>All sexual offenders</b>	16 (1,524)	15 (1,493)	17 (1,589)	16 (1,449)	15 (1,494)	15 (1,464)	15 (1,463)

Table 2.3 highlights that fourth-fifths of offenders had received at least one previous conviction. A large proportion of offenders had received over 11 previous convictions.

**Table 2.3: Number of previous convictions<sup>11</sup>**

	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>
	N = 9,587	N = 9,838	N = 9,586	N = 8,939	N = 9,855	N = 9,998	N = 9,876
<b>0 previous convictions</b>	20 (1,874)	20 (1,939)	19 (1,804)	19 (1,689)	19 (1,873)	20 (1,977)	20 (1,965)
<b>1-2</b>	13 (1,210)	13 (1,259)	13 (1,235)	13 (1,162)	12 (1,177)	12 (1,229)	11 (1,134)
<b>3-6</b>	16 (1,503)	15 (1,487)	15 (1,417)	15 (1,314)	15 (1,447)	15 (1,506)	15 (1,442)
<b>7-10</b>	10 (973)	10 (1,015)	10 (960)	10 (936)	10 (1,014)	10 (990)	10 (996)
<b>11+</b>	42 (4,027)	42 (4,138)	44 (4,170)	43 (3,838)	44 (4,344)	43 (4,296)	44 (4,339)

The mean age of offenders was 30 years in the 1998, 1999 and 2000 cohort, and 31 years in the 2001, 2002, 2003 and 2004 cohort.<sup>12</sup>

The risk of reoffending was calculated for each cohort using the Offender Group Reconviction Scale version 2 (OGRS2).<sup>13</sup> This uses static criminal history factors (including age at first offence and number of previous convictions) to derive the probability that an offender will reoffend within two years. The mean probability of reoffending across each cohort was 0.52, apart from 2003, where the average was 0.51. The breakdown of offenders by risk group is shown in Table 2.4.<sup>14</sup>

**Table 2.4: Risk group breakdown<sup>15</sup>**

	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>	<b>% (n)</b>
	N = 9,587	N = 9,838	N = 9,586	N = 8,939	N = 9,855	N = 9,998	N = 9,876
<b>Low risk</b>	35 (3,401)	35 (3,441)	35 (3,384)	35 (3,170)	35 (3,445)	36 (3,572)	36 (3,538)
<b>Low-medium risk</b>	13 (1,215)	13 (1,306)	12 (1,197)	13 (1,128)	13 (1,233)	13 (1,264)	12 (1,219)
<b>Medium-high risk</b>	13 (1,230)	13 (1,320)	12 (1,189)	13 (1,150)	13 (1,272)	13 (1,278)	12 (1,223)
<b>High risk</b>	39 (3,741)	38 (3,771)	40 (3,816)	39 (3,491)	40 (3,905)	39 (3,884)	39 (3,896)

There was very little variability in the average OGRS score within each of these four risk groups across the cohorts. Constructing the OGRS score was useful not to compare to the level of reoffending found in this study, but to highlight that the cohorts all have a similar

<sup>11</sup> Percentages may not total 100% due to rounding.

<sup>12</sup> Across the cohorts in total, 2.3% were under 18.

<sup>13</sup> Please see Taylor (1999) for an overview of OGRS.

<sup>14</sup> The OGRS2 score was used to generate the likelihood of reoffending. Those with a likelihood of  $\leq 25\%$  were categorised as 'low' risk; those with a likelihood of  $>25\%$  and  $\leq 50\%$  were categorised as 'low-medium' risk; scores of  $>50\%$  and  $\leq 75\%$  likelihood as 'medium-high' risk; and those with a likelihood of reoffending over 75% were categorised as 'high' risk.

<sup>15</sup> Percentages may not total 100% due to rounding.

likelihood of reoffending. This is important because it shows that the cohorts differ very little on the static factors which have proven to be associated with reoffending. With such similar scores, one would expect to find similar actual levels of reoffending if MAPPA and other factors made no difference to behaviour.

## 2.2 Outcome measures

A one-year reconviction rate was calculated for each of the cohorts (1998 to 2004), and this was based on a conviction for any offence held on the Offenders Index within 365 days of the offender's release. The measure was a binary (yes/no) indicator of reconviction, providing the proportion of offenders that were reconvicted during the year.

While it is well documented that sexual offenders can (first) reoffend many years after they are released into the community (Soothill and Gibbens, 1978; Soothill *et al*, 2000; Cann, Falshaw and Friendship, 2004), a one-year follow-up was considered suitable for this research for two reasons.

- 1) The study investigated reconvictions while offenders were managed under MAPPA, and it was unlikely that they would be eligible for active MAPPA management for many years after release. A MAPPA panel, for example, may recommend an offender drops down a level of management if they are satisfied that the risk of harm has lowered. In addition, an offender will leave the MAPPA process if their licence or notification requirement period expires (unless, exceptionally, they continue to be managed as a Category 3 offender).
- 2) A longer follow-up period would create difficulties with the pre-MAPPA group. Using, for example, a three-year follow-up with an offender released in October 1999 would mean looking at convictions they received up until October 2002. As MAPPA was formally implemented in April 2001, this offender would have 18 months of 'no MAPPA' and 18 months assumed to be managed under MAPPA. The cohort released in 1999 would then be both a pre-MAPPA *and* a post-MAPPA group. This interaction between the two conditions would be difficult to separate, and a one-year follow-up minimises this effect.

It was possible, however, to calculate two-year reconviction rates for the 1998, 2001, 2002, 2003 and 2004 cohorts. The 1998 cohort had no time on MAPPA as the follow-up period ended in December 2000 at the latest, just three months before MAPPA was implemented. The 2001-2004 cohorts were all assumed to have been managed under MAPPA.

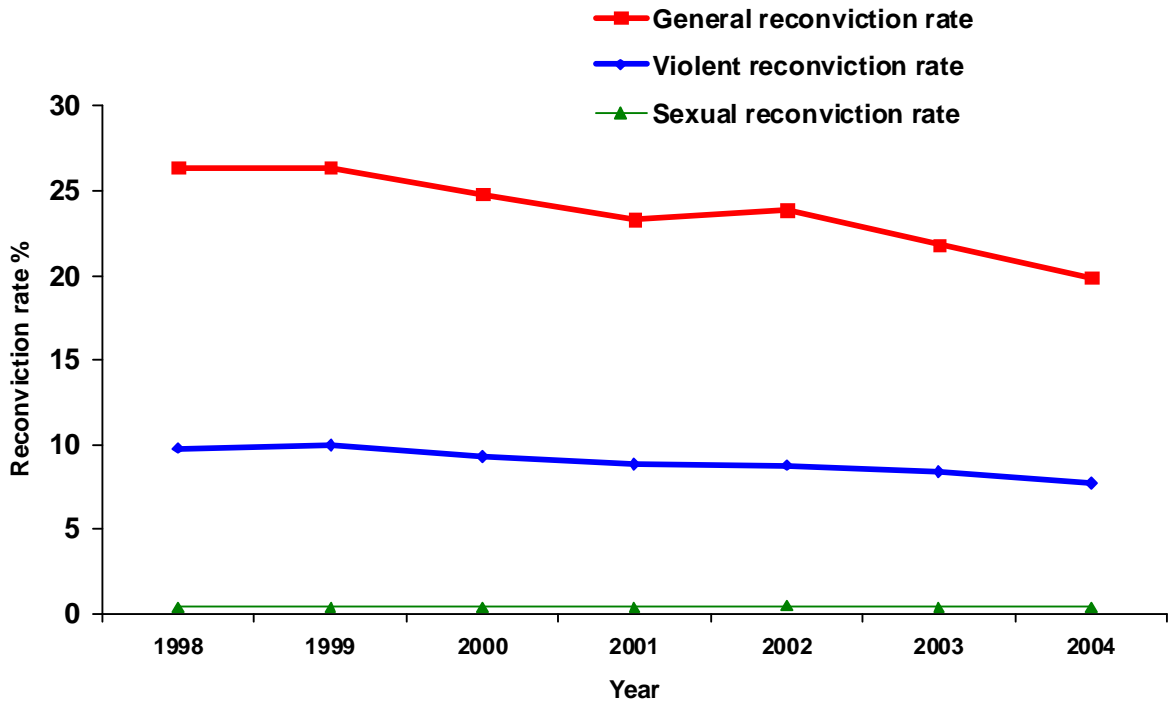
### 3. Results

The detailed percentages and counts to complement the figures and tables in this chapter can be found in Appendix 2.

#### 3.1 One-year reconviction rates

The rate of general reconviction (i.e. for any offence) was lower for the post-MAPPA offenders (2001-2004 cohorts) than for the pre-MAPPA cohorts (1998-2000), as demonstrated in Figure 3.1.

Figure 3.1: One-year reconviction rates of MAPPA-eligible offenders, 1998-2004<sup>16</sup>



The general reconviction rate of the 1998 cohort was 26.4%, but for the 2004 cohort it had reduced to 19.9%, a 6.5 percentage point reduction. Although the general rate of reconviction was declining before 2001 (26.4% of the 1998 cohort, down to 24.8% of the 2000 cohort), it fell more steeply after MAPPA was implemented (23.3% of the 2001 cohort, falling to 19.9% of the 2004 cohort). The difference in general reconviction between the cohorts released in 2000 and 2001 (MAPPA was introduced in 2001) was 1.5 percentage

<sup>16</sup> The violent and sexual offences can be found in Appendix 1.

points (falling from 24.8% to 23.3%). There was a small increase in the proportion reconvicted in the 2002 cohort (23.9%) compared to the 2001 cohort (23.3%), but this was still lower than that of the pre-MAPPA cohorts. In the 2003 and 2004 cohorts, the rate of reconviction fell.

The proportion of offenders reconvicted of a violent offence fell from 9.8% to 7.7% across the period studied, a fall of over two percentage points. The proportion of offenders reconvicted of a sexual offence has remained stable across the cohorts, with around 0.4% being reconvicted for such an offence.

To put these findings into context, Figure 3.2 shows the one-year general reconviction rate of MAPPA-eligible offenders alongside the national reconviction rate of all adult offenders discharged from custody, and a sub-group of these comprised of sexual and violent offenders.<sup>17</sup>

The trends cannot be compared directly as they were calculated using different data sources and with a different methodology.<sup>18</sup> However, the proportion of all adult offenders released from custody that were reconvicted was higher in the 2004 national cohort (51.9%) than in the 2000 national cohort (51.4%).<sup>19</sup> For those released in 2000 and 2002, national reconviction rates for all violent and sexual offenders released from custody increased slightly, and then fell for subsequent cohorts. For MAPPA-eligible offenders, reconvictions fell over this period.

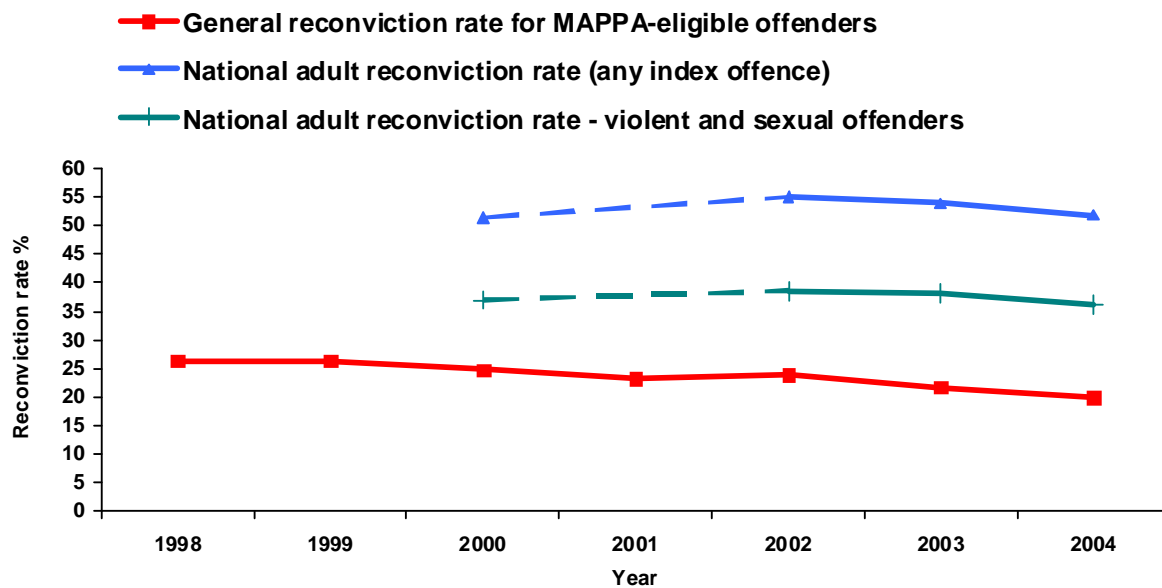
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<sup>17</sup> The data provided give a further breakdown of table A3 from the published reconviction statistics (Ministry of Justice, 2010d). The violent and sexual offenders' rate was calculated by taking the reconviction rates of offenders with the following index offences: 'violent (serious)'; 'violent (non serious)'; 'robbery'; 'public order or riot'; 'sexual'; 'sexual (child)'.

<sup>18</sup> The official rate of reconviction uses the Police National Computer, not the Offenders Index. Furthermore, the official rate allows an additional six-month 'waiting' period to allow offences committed in the one-year follow-up period to be proven by a court conviction (the Police National Computer has an 'offence date' entry which enables this analysis). This would always generate a higher reconviction figure than offences committed and convicted in a year. Please see Ministry of Justice (2010d) for more details on the methodology for the official rate.

<sup>19</sup> As mentioned in the Approach, there were very few juveniles in the cohorts (2.3% across all years). The National Statistics on reconvictions show that juvenile reconvictions went down in this period (please see Ministry of Justice 2010e).

**Figure 3.2: One-year general reconviction rates of MAPPA-eligible offenders and national rates of reconviction of adult offenders released from custody, 1998-2004<sup>20</sup>**



It was noted earlier that a long follow-up period would create difficulties in analysing the pre-MAPPA cohorts (offenders would start their follow-up period with 'no MAPPA', and end it 'under MAPPA'). However, this applies for some offenders in the 2000 cohort using a one-year follow-up too. For example, an offender released in June 2000 would be followed up until June 2001, after MAPPA had been implemented. In order to separate this problem for the 2000 cohort, and to help identify any change in reconvictions around the exact time MAPPA was implemented, three smaller cohorts have been examined.

- 1) The 'No MAPPA' group was comprised of offenders discharged between 1 January 2000 and 31 March 2000. The latest date for follow-up was 31 March 2001, the day before MAPPA was officially implemented.
- 2) The 'MAPPA overlap' group was comprised of offenders discharged between 1 August 2000 and 31 October 2000. This group spent some time after discharge without MAPPA and, depending on offence and sentence length, some would then have been managed under MAPPA from 1 April 2001.
- 3) The 'MAPPA' group was comprised of offenders discharged between 1 April 2001 and 30 June 2001. This group were all assumed to have spent time following discharge being managed under MAPPA.

<sup>20</sup> The national reconviction rate is missing for 2001, so has been interpolated here.

An added benefit of attempting to focus in on the time MAPPA was implemented is that it minimises the influence that external factors (e.g. changes to sentencing practices) may have had on reconvictions. There is little difference in date of prison discharge between these three groups, and few changes in factors which may impact on reoffending, apart from the introduction of MAPPA.

The reconviction rates for these three groups are shown in Table 3.1. The likelihood of general reoffending for each was as follows (calculated using OGRS2): the ‘No MAPPA’ group = 51%; the ‘MAPPA overlap’ group = 52%; the ‘MAPPA’ group = 52%. This suggests that in terms of risk and criminal history, these three groups are comparable.

**Table 3.1: Comparing one-year general reconviction rates of MAPPA-eligible offenders around the time of MAPPA implementation**

	<b>Discharge dates</b>	<b>Number of offenders</b>	<b>% reconvicted of any offence (n)</b>
<b>‘No MAPPA’ group</b>	1.1.2000 to 31.3.2000	2,352	25.2 (593)
<b>‘MAPPA overlap’ group</b>	1.8.2000 to 31.10.2000	2,458	24.6 (605)
<b>‘MAPPA’ group</b>	1.4.2001 to 30.6.2001	2,173	22.5 (489)

The reconviction rate of the two cohorts (the ‘No MAPPA’ and ‘MAPPA’ group) either side of MAPPA implementation fell 2.7 percentage points (from 25.2% to 22.5%) of offenders reconvicted for any offence. Additionally, the ‘MAPPA overlap’ group had a lower rate of reconviction than the group without any MAPPA management.<sup>21</sup>

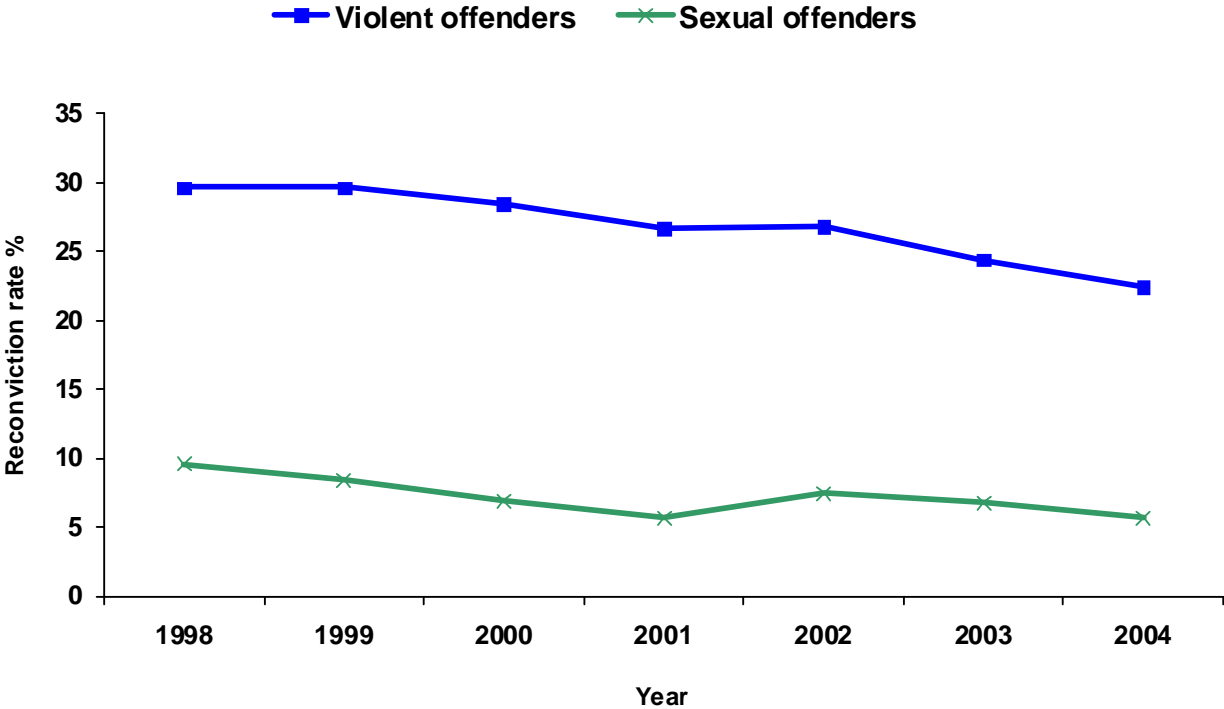
**General reconvictions for violent and sexual offenders**

The general reconviction rate of MAPPA-eligible violent and sexual offenders (determined by index offence, see Table 2.2) is shown in Figure 3.3.<sup>22</sup> Although the reconviction rate was falling before MAPPA for both groups, there was a marked decline in the reconvictions of violent offenders since the 2000 cohort (i.e. the year before MAPPA implementation) from 28.4% to 22.4% of the 2004 cohort. Sexual offenders had lower reconviction rates, and the rate has remained stable post MAPPA implementation; the reconviction rate for both the 2001 and 2004 cohort was 5.7%.

<sup>21</sup> There is no national comparison for these groups.



**Figure 3.3: One-year general reconviction rate of MAPPA-eligible violent and sexual offenders, 1998-2004**

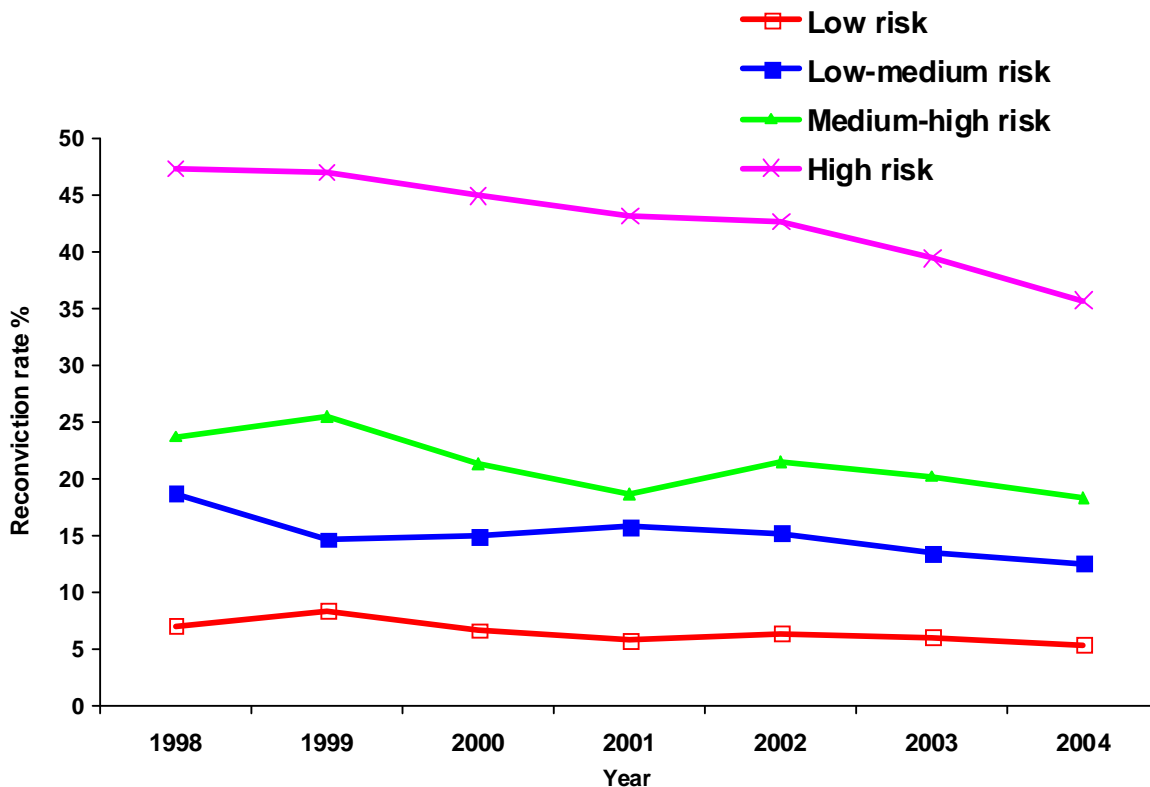


**General reconvictions across risk groups**

Figure 3.4 illustrates the reconviction rates of each annual cohort broken down by OGRS risk of reoffending. There was relatively little change in the proportion of low-risk offenders reconvicted for any offence within a year of release. However, high-risk offenders saw a marked decrease in reconvictions post-MAPPA implementation. In the 2000 cohort, 45% of high-risk offenders were reconvicted, and this had fallen to 35.8% by the 2004 cohort (a 9.2 percentage point reduction).

<sup>22</sup> Violent offenders are those that committed an offence in Appendix 1 in either the ‘serious’ or ‘other’ violent categories. Sexual offenders are those that committed an offence in either the ‘serious’ or ‘other’ sexual categories.

**Figure 3.4: One-year general reconviction rates of MAPPA-eligible offenders by risk of reoffending, 1998-2004**

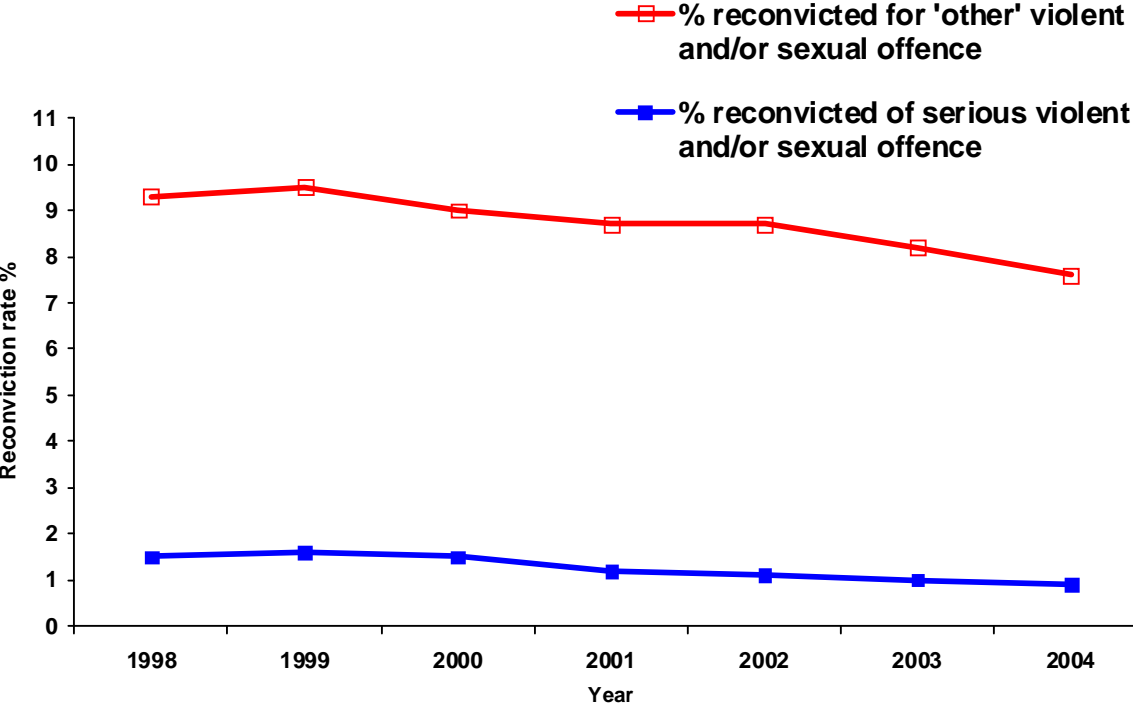


### Severity of reconvictions

Figure 3.5 shows the sexual and violent one-year reconviction rates for each cohort, presented by severity of offending. (See Appendix 1 for a summary list of offences in the categories used).

- The proportion reconvicted of ‘other’ violent and/or sexual offences (including robbery, assault, indecent exposure, indecent images offences) fell 1.4 percentage points between the 2000 and 2004 cohorts.
- The proportion of offenders reconvicted of a serious offence has fallen less steeply, although the rate was low to begin with (1.5% for the 1998 cohort) making a noticeable reduction very difficult to achieve. However, it has fallen slightly. In the 1998 cohort, 146 offenders (1.5% of the cohort) were reconvicted of a serious offence; by the 2004 cohort (which was larger), this figure had fallen to 85 (0.9% of the cohort) (see table A2.4 for all the figures).

**Figure 3.5: One-year serious and 'other' violent and/or sexual reconvictions of MAPPA-eligible offenders, 1998-2004<sup>23</sup>**



In summary, one-year reconviction rates of MAPPA-eligible offenders prior to MAPPA implementation were falling, but since 2001 (when MAPPA was formally introduced), they began to fall more steeply. This was against a backdrop of an increase in reconviction nationally from 2000 to 2002, and a decrease thereafter. Post 2001, there were comparatively large drops in the reconviction rates of violent offenders, and those calculated as posing a high risk of reoffending. Immediately either side of MAPPA implementation, the reconviction rate fell 2.7 percentage points for MAPPA-eligible offenders.

### 3.2 A two-year follow-up

The previous findings relate to the proportion of offenders reconvicted within one year of their release. A two-year follow-up was undertaken using the 1998, 2001, 2002, 2003 and 2004 cohorts and results are presented in Table 3.2.

<sup>23</sup> It is possible for one offender to be in both the 'other' and 'serious' reconviction categories. For example, where an offender is convicted for both a serious violent offence (e.g. wounding with intent to do grievous bodily harm) and an other violent offence (e.g. assault) within a year of their release.

**Table 3.2: Two-year reconviction rate for any offence, any sexual and any violent offence of MAPPA-eligible offenders in 1998, 2001-2004**

	<b>1998</b> <b>% (n)</b>	<b>2001</b> <b>% (n)</b>	<b>2002</b> <b>% (n)</b>	<b>2003</b> <b>% (n)</b>	<b>2004</b> <b>% (n)</b>
	N = 9,587	N = 8,939	N = 9,855	N = 9,998	N = 9,876
<b>General reconviction rate</b>	43.1 (4,134)	40.2 (3,592)	40.8 (4,018)	38.4 (3,842)	36.0 (3,557)
<b>Violent reconviction rate</b>	20.2 (1,940)	19.5 (1,746)	19.4 (1,907)	18.8 (1,876)	17.4 (1,715)
<b>Sexual reconviction rate</b>	0.9 (87)	1.3 (118)	1.3 (129)	1.1 (113)	1.1 (110)

Against the context of an increase in the two-year national reconviction rate between 1998 and 2002 (from 62% to 67%, Ministry of Justice, 2010a<sup>24</sup>) followed by a small fall in 2003 and 2004, the general reconviction rate of the cohorts subject to MAPPA was lower than that of the cohort that was not (1998). There was also a fall in violent reconvictions after two years, but sexual reconvictions increased slightly, by 0.2 percentage points from the 1998 cohort to the 2004 cohort.

This small increase from 1998 to 2004 may have resulted from the enactment of the Sexual Offences Act 2003. The Act introduced a new set of sexual offences (for example grooming), convictions for which were included in this study. Consequently, the 2003 and 2004 cohorts were subject to a wider scope of offences included as a reconviction. This increase is therefore not necessarily unexpected.

### Two year general reconvictions for violent and sexual offenders

Table 3.3 shows the general two-year reconviction rate broken down by violent and sexual offenders. There was a lower rate of reconviction after two years for the offenders subject to MAPPA management (the 2001-2004 cohorts). For violent offenders, the reconviction rate of the 2004 cohort was 7.7 percentage points lower than for the 1998 cohort. For sexual offenders, it was 5.8 percentage points lower in 2004 than in 1998.

<sup>24</sup> In 2000, the methodology for calculating the national rate changed, and the comparison between 1998 and 2002 is based on the adjusted rate for 1998.

**Table 3.3: Two-year general reconviction rate of violent and sexual offenders eligible for MAPPA in 1998, 2001-2004**

	<b>1998</b> % (n)	<b>2001</b> % (n)	<b>2002</b> % (n)	<b>2003</b> % (n)	<b>2004</b> % (n)
<b>Violent offenders</b>	48.2 (3,885) N = 8,063	45.4 (3,400) N = 7,490	45.6 (3,810) N = 8,361	42.9 (3,659) N = 8,534	40.5 (3,404) N = 8,413
<b>Sexual offenders</b>	16.3 (249) N = 1,524	13.3 (192) N = 1,449	13.9 (208) N = 1,494	12.5 (183) N = 1,464	10.5 (153) N = 1,463

It is not possible to say how long offenders in this study would have been managed under MAPPA. It is likely, however, that sexual offender registration<sup>25</sup> requirements would mean most of the sexual offenders were managed for the entire two-year follow-up period. (Those offenders required to register are automatically managed under MAPPA for the duration of the registration period). As violent offenders are not subject to such registration, a greater number of them may not have been managed under MAPPA for the entire two-years.

This difference in the length of time sexual and violent offenders may have spent under MAPPA could be reflected in the difference between the one- and two-year reconviction rates for the 1998 and 2004 cohorts of sexual and violent offenders. The one-year reconviction rate for the 2004 cohort of violent offenders was 7.2 percentage points lower than the rate for the 1998 cohort (29.6% in 1998; 22.4% of the 2004 cohort, see Table A2.3). The two-year reconviction rate for these cohorts was 7.7 percentage points lower in 2004 than in 1998 (48.2% in 1998; 40.5% in 2004), i.e. the reduction seen at two years was 0.5 percentage points greater than the reduction seen at one-year.

The one-year reconviction rate for the 2004 cohort of sexual offenders was 3.9 percentage points lower than the rate for the 1998 cohort (9.6% in 1998; 5.7% of the 2004 cohort, see Table A2.3). The two-year reconviction rate for these cohorts was 5.8 percentage points lower in 2004 than in 1998 (16.3% in 1998; 10.5% in 2004), i.e. the reduction seen at two years was 1.9 percentage points greater than the reduction seen at one-year.

<sup>25</sup> See the Sex Offenders Act 1997 and the Sexual Offences Act 2003. See also page 2 and 3 for a brief description of 'registration' under the Sex Offenders Act 1997. Due to the criteria used to select sexual offenders in this study (for example the index offences), it is not possible to say with certainty that they were all subject to registration requirements.

This greater difference in reductions between one and two years for violent and sexual offenders (i.e. 0.5 percentage points for violent offenders, 1.9 percentage points for sexual offenders) may be related to the length of time each type of offender spent under MAPPA; due to registration requirements the majority of the sexual offenders were likely to have been managed for the entire two-year follow-up period. Violent offenders, not subject to such registration, were less likely to have been managed under MAPPA for the full two years.

**Severity of reconvictions in a two-year follow-up**

Figure 3.4 illustrated a decrease in reconvictions for serious offences after one year among offenders subject to MAPPA management. After two years, there were still fewer offenders reconvicted of a serious offence among offenders subject to MAPPA management compared with those released before the implementation of MAPPA. This can be seen in Table 3.4.

**Table 3.4: Two-year reconviction rate of MAPPA-eligible offenders for serious violent and/or sexual offences, and all other violent and/or sexual reconvictions in 1998, 2001-2004**

	<b>1998</b>		<b>2001</b>		<b>2002</b>		<b>2003</b>		<b>2004</b>	
	<b>% (n)</b>		<b>% (n)</b>		<b>% (n)</b>		<b>% (n)</b>		<b>% (n)</b>	
	N =	9,587	N =	8,939	N =	9,855	N =	9,998	N =	9,876
<b>Serious sexual and/or violent reconviction rate</b>	3.4	(327)	3.0	(267)	2.9	(284)	2.8	(281)	2.3	(228)
<b>'Other' sexual and/or violent reconviction rate</b>	19.4	(1,863)	19.0	(1,700)	19.1	(1,883)	18.3	(1,833)	17.0	(1,681)

## 4. Conclusion

This is the first study to examine reconviction among offenders before and after the implementation of MAPPA in 2001. As discussed in the Approach, the methodology used cannot evaluate the impact of MAPPA on reoffending. Results indicate, however, a reduction in reconviction rates among sexual and violent offenders released between 2001 and 2004 compared to 1998-2000, which coincided with the introduction of MAPPA in 2001. This change may be associated in part with MAPPA. As many offenders managed under MAPPA represent the most serious offenders released into the community from custody, this is an encouraging finding for those involved in their management.

Kemshall and Maguire argued that the Public Protection Panel arrangements in place before the formal establishment of MAPPA were “*characterised by their high commitment to information exchange and emphasis upon risk assessment, but relatively low commitment to the outcome oriented work of risk management*” (2001: page 256). Although the methodology used in this study cannot determine the true impact of MAPPA, the results lend support to the notion that the formal establishment of MAPPA was a step forward in dealing with the offending behaviour of violent and sexual offenders through increasing focus on the outcomes of managing offenders.

Of particular note is the finding that the reconviction rate of offenders deemed at highest risk of reconviction fell relatively quickly after MAPPA was implemented. Risk assessment is key in the MAPPA process as offenders deemed to pose the greatest risk receive more intensive multi-agency management. Results from this study indicate some success in adopting this sort of risk-based approach, and supports policy to target resource on higher risk offenders.

A second key finding is the fall in reconvictions among violent offenders since 2001, but also that the rate fell prior to 2001 for sexual offenders. The roots of MAPPA lie in practice from the 1990s in dealing with sexual offenders in a multi-agency setting. The declining rates of reconvictions of sexual offenders up to 2001 lends support to the policies that expanded and standardised multi-agency work, and that this decline can then be seen with violent offenders indicates a successful extension in the management of serious offenders.

Kemshall has noted that “*no arrangements can guarantee to prevent risk*” (2003, page 3). Thus, while some offenders subject to MAPPA have gone on to reoffend, this study suggests that fewer of them have done so than similar offenders managed in the community before MAPPA was implemented. This is a positive finding for arrangements in England and Wales for managing serious sexual and violent offenders in the community.

## 5. Further research

This research has provided the first analysis of the patterns of reconviction among offenders subject to MAPPA management. There remain, however, some gaps in knowledge which could be addressed by further research in the following areas:

- The lack of a single MAPPA caseload database has meant the use of several proxies to estimate MAPPA eligibility in this study. More detailed management information could provide a precise MAPPA follow-up period, that is, the time offenders actually spent under MAPPA management. Further research could look at reconvictions within this time (rather than the one and two years used here), but also follow up offenders outside this period to see whether MAPPA has any longer term effect.
- Information on which MAPPA area managed offenders would enable a geographical breakdown of reconvictions. This may help identify best practice in MAPPA management.
- The cohorts used in this research excluded subgroups of the MAPPA population – for example, offenders released from hospitals. Further analysis could include these groups to investigate to what extent the findings reported here can be generalised across all MAPPA-eligible offenders.
- Further research could also extend the time series used here to include a one-/two-year reconviction rate for offenders released after 2004. This could identify any changes in reconvictions following the introduction of more recent MAPPA Guidance and greater measures of accountability (such as key performance indicators).



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# Appendix 1

## Qualifying offences<sup>26</sup>

### Serious violent offences

Murder  
Encouraging or assisting in murder  
Manslaughter  
Wounding with intent to do grievous bodily harm  
Possession of firearms with intent to endanger life

### Other violent offences

Making threats to kill  
Assaults occasioning actual bodily harm  
Assault  
Possession of offensive weapon  
Cruelty or neglect of children  
Abduction  
Aggravated burglary  
Robbery  
Arson  
Violent disorder  
Affray  
Intimidation  
Offences contravening the Firearms Act 1968  
Offences contravening the Dangerous Dogs Act 1991

### Serious sexual offences

Sexual assault on a male (previously indecent assault on a male)  
Rape  
Attempted rape  
Sexual assault on a female (previously indecent assault on a female)  
Causing persons to engage in sexual activity without consent  
Sexual activity with a person with a mental disorder impeding choice  
Causing or inciting a child under 13 to engage in sexual activity (offender any age)

Causing or inciting a child under 16 to engage in sexual activity (offender over 18)

Paying for sex with a child under 16

Causing, inciting or controlling child prostitution or pornography

### **Other sexual offences**

Buggery

Possession of extreme pornographic images

Indecent exposure

Solicitation by men

Gross indecency

Incest

Exploitation of prostitution

Causing or inciting a child under 16 to engage in sexual activity (offender under 18)

Abuse of a position of trust – sexual activity with children

Obscene publications

Possession of indecent images

Meeting a child following sexual grooming

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<sup>26</sup> This list is not exhaustive. It has been summarised, but is indicative of the offences included.

## Appendix 2

### Reconviction rates

**Table A2.1: One-year reconviction rates of MAPPA-eligible offenders, 1998-2004**

	1998 % (n)	1999 % (n)	2000 % (n)	2001 % (n)	2002 % (n)	2003 % (n)	2004 % (n)
	N = 9,587	N = 9,838	N = 9,586	N = 8,939	N = 9,855	N = 9,998	N = 9,876
<b>Reconvicted of any offence</b>	26.4 (2,535)	26.4 (2,596)	24.8 (2,379)	23.3 (2,085)	23.9 (2,351)	21.8 (2,183)	19.9 (1,964)
<b>Reconvicted of a violent offence</b>	9.8 (941)	10.0 (982)	9.3 (895)	8.9 (799)	8.8 (871)	8.4 (840)	7.7 (763)
<b>Reconvicted of a sexual offence</b>	0.4 (37)	0.4 (42)	0.4 (40)	0.4 (37)	0.5 (46)	0.4 (42)	0.4 (44)

**Table A2.2: National reconviction rate of all adult offenders discharged from custody, 2000-2004**

	2000 % (N)	2001 % (N)	2002 % (N)	2003 % (N)	2004 % (N)
<b>Reconviction rate of all adult offenders discharged from custody</b>	51.4 (15,717)	..	55.0 (15,565)	53.9 (14,346)	51.9 (15,749)
<b>Reconviction rate of sexual and violent related offenders (see footnote 17 for more detail)</b>	37.0 (4,226)	..	38.6 (4,037)	38.2 (4,047)	36.2 (4,558)

**Table A2.3: One-year general reconviction rate of MAPPA-eligible violent and sexual offenders, 1998-2004**

	1998 % (n)	1999 % (n)	2000 % (n)	2001 % (n)	2002 % (n)	2003 % (n)	2004 % (n)
<b>Violent offenders' general reconviction rate</b>	29.6 (2,389)	29.6 (2,470)	28.4 (2,269)	26.7 (2,002)	26.8 (2,239)	24.4 (2,084)	22.4 (1,881)
<b>All violent offenders (N)</b>	8,063	8,345	7,997	7,490	8,361	8,534	8,413
<b>Sexual offenders' general reconviction rate</b>	9.6 (146)	8.4 (126)	6.9 (110)	5.7 (83)	7.5 (112)	6.8 (99)	5.7 (83)
<b>All sexual offenders (N)</b>	1,524	1,493	1,589	1,449	1,494	1,464	1,463

**Table A2.4: One-year general reconviction rates of MAPPA-eligible offenders by risk of reoffending, 1998-2004**

	1998 % (n)	1999 % (n)	2000 % (n)	2001 % (n)	2002 % (n)	2003 % (n)	2004 % (n)
<b>Low-risk offenders reconvicted</b>	7.1 (241)	8.4 (288)	6.7 (288)	5.8 (183)	6.4 (221)	6.1 (218)	5.4 (190)
<b>Total low risk (N)</b>	3,401	3,441	3,384	3,170	3,445	3,572	3,538
<b>Low-medium risk offenders reconvicted</b>	18.8 (228)	14.7 (192)	15.0 (180)	15.8 (178)	15.3 (189)	13.5 (171)	12.6 (153)
<b>Total low-medium risk (N)</b>	1,215	1,306	1,197	1,128	1,233	1,264	1,219
<b>Medium-high risk offenders reconvicted</b>	23.8 (293)	25.6 (338)	21.4 (255)	18.7 (215)	21.5 (274)	20.3 (259)	18.4 (225)
<b>Total medium-high risk (N)</b>	1,230	1,320	1,189	1,150	1,272	1,278	1,223
<b>High-risk offenders reconvicted</b>	47.4 (1,773)	47.1 (1,778)	45.0 (1,716)	43.2 (1,509)	42.7 (1,667)	39.5 (1,535)	35.8 (1,396)
<b>Total high risk (N)</b>	3,741	3,771	3,816	3,491	3,905	3,884	3,896

**Table A2.5: One-year serious and 'other' violent and/or sexual reconvictions of MAPPA-eligible offenders, 1998-2004**

	1998 % (n)	1999 % (n)	2000 % (n)	2001 % (n)	2002 % (n)	2003 % (n)	2004 % (n)
	N = 9,587	N = 9,838	N = 9,586	N = 8,939	N = 9,855	N = 9,998	N = 9,876
<b>Reconvicted of 'other' sexual and/or violent offence</b>	9.3 (895)	9.5 (934)	9.0 (859)	8.7 (774)	8.7 (858)	8.2 (824)	7.6 (754)
<b>Reconvicted of a serious violent and/or sexual offence</b>	1.5 (146)	1.6 (161)	1.5 (146)	1.2 (108)	1.1 (104)	1.0 (104)	0.9 (85)

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**Patterns of reconviction among offenders eligible for Multi-Agency Public Protection Arrangements (MAPPA)**

Multi-Agency Public Protection Arrangements (MAPPA) were established in 2001 and are a set of statutory arrangements to assess and manage the risk posed by certain sexual and violent offenders. This research calculated the reconviction rates of MAPPA-eligible offenders released from custody from 2001 to 2004. These were compared to the reconviction rates of offenders released from 1998 to 2000 who, given their index offence and sentence length, would have qualified for MAPPA had it been in operation. Results illustrated that offenders subject to MAPPA management had a lower rate of reconviction than those released prior to MAPPA implementation. Although the methodology used in this study cannot be used to evaluate the impact of MAPPA, results suggest that MAPPA may have made a positive contribution to the assessment and management of dangerous offenders in relation to reconvictions. They lend support to policies which expanded and standardised multi-agency work.

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