

# LANCASHIRE



## Annual Report 2020/2021

# Foreword to the Report



Neil Drummond – MAPPAs SMB Chair

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Welcome to the 2020/2021 Annual Report of the Lancashire Mappa Strategic Management Board (SMB).

As we are all very aware, the emergence of Covid 19 last year has been a challenge for us all, both individually and as organisational colleagues throughout the reporting year.

However, I am pleased to report that MAPPAs activity across Lancashire has continued to provide a clear and robust framework that allows relevant agencies to protect the public by sharing information and working together to manage our most serious MAPPAs nominals.

Whilst risk can never be eliminated, all Mappa activity is very much focused on reducing that risk as far as we are able.

The agencies charged with the statutory responsibility for Mappa across Lancashire are Police, Probation and Prisons. And they welcome the active support from a wide range of partner organisations to inform a comprehensive risk assessment and risk management plan for each Mappa offender actively managed by the Mappa Panel.

Every Mappa offender is managed according to individual need and risk and this means the agencies around the Mappa table are invited because of their expertise, skills and knowledge of an individual case and to take away specific actions to bolster and add value to the lead agency's risk management plan.

Resources to actively manage Mappa offenders are finite and the challenge facing the Mappa panel is the identification of the most effective and efficient way to utilise the said resources for the best outcome which safeguards the public.

Since March 2020, Lancashire Mappa Panels have met via a secure IT platform rather than in person. This has been a most successful initiative and has been well received by partner organisations and elements of the model may well be retained in the future.

This approach reduces travel to and from Panel meetings and this has resulted in a welcome increase in attendance at the virtual Mappa meetings which makes for enhanced information sharing and risk management planning.

The partner agencies who have contributed to the Mappa activity in Lancashire are Youth Offending Teams, Health and Mental Health, Children and Adult Social Care, Housing, DWP, Education and Electronic Monitoring Services amongst certain other non-statutory partners.

Each of the 42 MAPPAs areas across England and Wales are mandated to report to the Ministry of Justice on several key Mappa performance measures. I am pleased to report that Lancashire continues to demonstrate a high level of achievement in meeting these targets.

We are keen to work with our partner agencies to help to facilitate their participation in Level 2 and 3 MAPPAs meetings and to maintain this high level of compliance with the said targets.

A significant development in 2021, has been the refreshing of the Integrated Offender Management Model (IOM) and its focus on addressing local community crime through the management of specific offender cohorts.

Please see the article in this report on IOM.

In June 2021 the reunification of probation services took place across England and Wales which involved the transfer of 7,000 members of staff from the Community Rehabilitation Companies. The Probation Service is now making significant strides to the implementation of a joint and comprehensive delivery of service to all people on probation. This is being made possible by the recruitment of new staff including trainee Probation Officers over the next few years.

As part of the Government's response to the terror attack at Fishmonger's Hall in 2019, the Lord Chancellor and Home Secretary commissioned Jonathan Hall QC, the Independent Reviewer of Terrorism Legislation, to review the effectiveness of Multi-Agency Public Protection Arrangements (MAPPAs) when managing terrorist offenders and other offenders who may pose a terrorist risk. The QC found that MAPPAs is a well-established process and did not conclude that wholesale change is necessary. However, he has made several recommendations on how the management of terrorists can be improved.

Several of the recommendations relate to terrorist offenders being managed by specialist Police and Probation staff and overseen by specialist Counter Terrorism (CT) MAPPAs panels. The implementation of these recommendations is now being carefully considered with a focus for example on the principles of joint working and the involvement/role of local Mappa Strategic Management Boards.

The Prison Service continues to play a significant role in Mappa meetings for pre-release offenders; the written mandatory report from prisons for such meetings is a national document currently under review to ensure up to date information is shared with the Mappa Panel concerning the offender's custodial behaviour and response to interventions/treatment for example.

Prison colleagues are also invited to attend such meetings and representatives from the prison's Offender Management Unit, Psychology, Security, Mental Health do actively contribute to mappas management across Lancashire on a bespoke basis.

A significant discussion point in any Mappa meeting is the offender's transition from prison custody into the community and the Mappa panel very much welcomes the support and guidance from prison colleagues when planning this critical change for cases with a complex needs and risks.

This annual report demonstrates multi-agency work across Lancashire as partner organisations work to protect the public which I hope you will find informative.

On behalf of the Lancashire MAPPA Strategic Management Board, I wish to extend a thank you to all Lancashire partners who continue to work in demanding circumstances with challenging cases to protect the public.

**Neil Drummond**  
**Chair, Lancashire MAPPA Strategic Management Board**

# What is MAPPA?

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## MAPPA background

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

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.

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

Local Strategic Management Boards comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA with their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB).

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA offenders who 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 between agencies to inform the risk assessments and risk management plans of those managing or supervising them.

That is as far as MAPPA extend in the majority of cases, but some cases require more senior oversight and structured multi-agency management. 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** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; 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 levels of management to ensure that resources are focused where they are most needed; generally those presenting the higher risks of serious harm.

- **Level 1** is where the offender is managed by the lead agency with information exchange and multi-agency support as required but without formal MAPPA meetings;
- **Level 2** is where formal MAPPA meetings are required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level at MAPPA meetings.

MAPPA are supported by ViSOR. This is a national IT system to assist in the management of offenders who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enables the safe transfer of key information when high risk offenders move, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system for the first time, improving the quality and timeliness of risk assessments and interventions to prevent offending.

## MAPPA and Terrorism

In response to the terrorist attack committed by Usman Khan at Fishmongers' Hall on 29 November 2019, the Home Secretary and the Lord Chancellor commissioned Jonathan Hall QC, who is the Independent Reviewer of Terrorism Legislation, to undertake a review of MAPPA and the management of

known terrorists and other extremist offenders (TACT Offenders). The terrorist attack committed by Sudesh Amman in Streatham High Road on 2 February 2020 served to reinforce the need for the review, since both Khan and Amman had been managed under MAPPA. The government published the report on 2 September 2020 and published a response to it on 9 December. Both documents are available at <https://www.gov.uk/government/publications/multi-agency-public-protection-arrangements-review>. The report made a number of recommendations, several of which have been or are being implemented via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Bill. Others have already been introduced by the creation of the National Security Division (NSD) in the Probation Service to manage terrorist offenders. The Secretary of State has also revised the statutory MAPPA Guidance on terrorist offenders.

The Probation Service, via the NSD, has created a specialist dedicated and highly skilled workforce, which provides an enhanced level of management and intervention for the most high-risk, complex and high-profile offenders in the community. This will include the management of terrorist connected and terrorist risk offenders. Five Probation Service national security units have been established across England & Wales during 2020/21. The NSD and Counter-Terrorism Policing will be working closely with local Strategic Management Boards to ensure the robust management of terrorism cases. The NSD also manages serious organised crime and the most high risk and high profile public protection cases.

All MAPPA reports from England and Wales are published online at: [www.gov.uk](http://www.gov.uk)

# MAPPA Statistics

<b>MAPPA-eligible MAPPA nominals on 31 March 2020</b>				
	Category 1: Registered sex MAPPA nominals	Category 2: Violent MAPPA nominals	Category 3: Other dangerous MAPPA nominals	Total
Level 1	2292	765	-	3057
Level 2	9	10	9	28
Level 3	0	4	3	7
Total	2301	779	12	3092

<b>MAPPA-eligible MAPPA nominals in Levels 2 and 3 by category (yearly total)</b>				
	Category 1: Registered sex MAPPA nominals	Category 2: Violent MAPPA nominals	Category 3: Other dangerous MAPPA nominals	Total
Level 2	27	28	30	85
Level 3	1	3	7	11
Total	28	31	37	96

<b>RSOs cautioned or convicted for breach of notification requirements</b>	63
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<b>RSOs who have had their life time notification revoked on application</b>	7
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<b>Restrictive orders for Category 1 MAPPA nominals</b>	
<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	119
SHPO with foreign travel restriction	0
NOs	0

<b>Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b>	2
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<b>Level 2 and 3 MAPPA nominals returned to custody</b>				
	<b>Category 1: Registered sex MAPPA nominals</b>	<b>Category 2: Violent MAPPA nominals</b>	<b>Category 3: Other dangerous MAPPA nominals</b>	<b>Total</b>
<b>Breach of licence</b>				
Level 2	6	8	10	24
Level 3	1	0	0	1
Total	7	8	10	25
<b>Breach of SOPO</b>				
Level 2	1	-	-	1
Level 3	0	-	-	0
Total	1	-	-	1

<b>Total number of Registered Sexual MAPPA nominals per 100,000 population</b>	172
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This figure has been calculated using the Mid-2020 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics, excluding those aged less than ten years of age.



# Explanation commentary on statistical tables

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## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2021 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2020 to 31 March 2021.

**(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 are actually managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

**(b) Registered Sexual Offenders (RSOs)** – those who are required to notify the police of their name, address and other personal details and to notify of any subsequent changes (this is known as the “notification requirement.”) These offenders are assessed and managed by the police. They may also be managed by probation or health services if they are subject to licence or a hospital order. Failure to comply with the notification requirement is a criminal offence that carries a maximum penalty of 5 years’ imprisonment.

**(c) Violent Offenders** – this category includes violent and terrorist 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. These offenders are assessed and managed by the Probation Service, Youth Offending Team or Mental Health Services.

**(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 MAPPA meetings. These offenders are assessed and managed by whichever agency has the primary responsibility for them.

**(e) Breach of licence** – offenders released into the community following a period of imprisonment 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 Harm Prevention Order (SHPO) (including any additional foreign travel restriction).** Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders. They are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. They require the offender to notify their details to the police (as set out in Part 2 of the 2003 Act) for the duration of the order.

The court must be satisfied that an order is necessary to protect the public (or any particular members of the public) in the UK, or children or vulnerable adults (or any particular children or vulnerable adults) abroad, from sexual harm from the offender. In the case of an order made on a free standing application by a chief officer or the National Crime Agency (NCA), the chief officer/NCA must be able to show that the offender has acted in such a way since their conviction as to make the order necessary.

The minimum duration for a full order is five years. The lower age limit is 10, which is the age of criminal responsibility, but where the defendant is under the age of 18 an application for an order should only be considered exceptionally.

**(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) Sexual Risk Order (including any additional foreign travel restriction)**

The Sexual Risk Order (SRO) replaced the Risk of Sexual Harm Order (RoSHO) and may be made in relation to a person without a conviction for a sexual or violent offence (or any other offence), but who poses a risk of sexual harm.

The SRO may be made at the magistrates' court on application by the police or NCA where an individual has committed an act of a sexual nature and the court is satisfied that the person poses a risk of harm to the public in the UK or children or vulnerable adults overseas.

A SRO may prohibit the person from doing anything described in it, including travel overseas. Any prohibition must be necessary to protect the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

An individual subject to an SRO is required to notify the police of their name and home address within three days of the order being made and also to notify any changes to this information within three days.

A SRO can last for a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed).

The criminal standard of proof continues to apply. The person concerned is able to appeal against the making of the order and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

A breach of a SRO is a criminal offence punishable by a maximum of five years' imprisonment. Where an individual breaches their SRO, they will become subject to full notification requirements.










Individuals made subject of a SRO are now recorded on VISOR as a Potentially Dangerous Person (PDP).

**(i) Lifetime notification requirements revoked on application**

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place that allows qualifying sex offenders to apply for a review of their notification requirements. Persons do not come off the register automatically. Qualifying offenders may submit an application to the police to review their indefinite notification requirements. The police review the application and decide whether to revoke the notification requirements. This decision is made at the rank of Superintendent. Those who continue to pose a significant risk will remain on the register for life, if necessary.

Individuals will only become eligible to seek a review once they have been subject to indefinite notification requirements for a period of at least 15 years for adults and 8 years for juveniles. This applied from 1 September 2012 for adult offenders.

# MAPPA – At Work in Lancashire

 <p>HM Prison &amp; Probation Service</p> <p>Preventing victims by changing lives</p>  	<p><a href="#"><u>Lancashire &amp; Cumbria Sexual Offending Programmes Team</u></a></p>
 <p>HM Prison &amp; Probation Service</p> <p>Preventing victims by changing lives</p>  	<p><a href="#"><u>Integrated Offender Management (IOM)</u></a></p>
 <p><b>LANCASHIRE</b> VIOLENCE REDUCTION NETWORK</p>	<p><a href="#"><u>Lancashire Violence Reduction Network</u></a></p>
 <p>HM Prison &amp; Probation Service</p> <p>Preventing victims by changing lives</p>  	<p><a href="#"><u>The Probation Service</u></a></p>
 <p>HM Prison &amp; Probation Service</p> <p>Preventing victims by changing lives</p>  	<p><a href="#"><u>EMS</u></a></p>
	<p><a href="#"><u>Frequently Asked Questions</u></a></p>

Preventing victims by changing lives

# Lancashire & Cumbria Sexual Offending Programmes Team

Here is an update on the delivery of Accredited Sex Offender Treatment Programmes (SOTP) in Lancashire & Cumbria by the sexual offending programmes team.

Delivery of face to face Horizon and New Me Strengths programmes resumed earlier in 2021 following a period of remote one to one delivery where we completed interventions for men who had started programmes last year following the first lockdown.

Delivery is currently at the Probation offices in Preston and Lancaster in Lancashire, as well as Carlisle in Cumbria, and we are now close to completing our first full face to face groups since before lockdown.

We are now scheduling for the next groups, which will start late September/early October, and included within this we will recommence delivery of the iHorizon programme for those with convictions for internet only (illegal images) offences.

We continue to prioritise for the programmes using the Accredited Programmes Prioritisation Framework, meaning that those assessed as higher risk of re-offending/harm, with shorter sentence end dates, and with a specific programme requirement, will be prioritised for a place on a programme.

With Probation Practitioners now trained in the delivery of a one to one intervention called

‘Maps 4 Change’, we have, over the course of the year, been able to return some low priority cases for this one to one intervention to assist in reducing the backlog of men awaiting a programme.

As our waiting list reduces further, there is less need for us to do this, although on occasion this may still happen. We have also been able to deliver one to one New Me Strengths programmes and can continue to do so where this is deemed suitable.

For now, delivery in Lancashire will continue to be from the Preston, Lancaster and Carlisle Probation offices, although we hope to be able to return to delivering out of other sites as soon as possible.

For Accredited Sex Offender Treatment Programmes ordered at Court as a Requirement within a Community Order we continue to ask for three-year Community Orders but can prioritise to accommodate two-year Suspended Sentence Orders.

For those who have received custodial sentences some may complete a programme in custody, whilst others are later referred for a programme by way of a Licence Condition following their release from prison.

Eligibility for Sex Offender Treatment Programmes remains dependent on the duration of an offender’s sentence or licence end date, and on each man’s risk of future sexual offending.

This is calculated by using specific risk assessments.

If the risk level is *Low*, they should not be made subject to an accredited programme requirement or condition as research indicates that their re-offending levels are similar to those of the non-offending population.

This also helps us to concentrate resources on *Medium, High* and *Very High*-risk men.

To cater for Low risk men, Probation Practitioners have been trained to facilitate the *Maps 4 Change* programme.

Men assessed as *Medium/High/Very High* risk will be eligible for the *Horizon, i-Horizon* or *New Me Strengths* programmes.

### **Horizon**

- Men who are assessed as medium/high/very high risk will undertake the *Horizon* programme. This consists of 31 x 2-hour sessions, plus two individual sessions.
- *Horizon* is much more active and visual in style.
- Does not focus on accepting responsibility, *Horizon* focuses more on building on strengths with sections including “New Me” and the “Success Wheel”
- A higher level of maintaining innocence can be accommodated as group members are not required to discuss their offence details.
- The major focuses of *Horizon* are problem solving, relationship issues, emotional management and mild sexual attitudes. This dovetails with work that both Probation and Police Offender Managers undertake in the community with the men on programmes.

### **i-Horizon**

- Criteria as above but for internet only offenders.
- For men assessed as medium risk
- 23 sessions long including specific modules on problematic internet usage.

### **New Me Strengths**

- *New Me Strengths* is designed to meet the needs of assessed *Medium, High* or *Very High*-risk offenders with IQ levels of between 60 and 80, or those men with adaptive functioning deficits.
- The programme consists of 34 x 2-hour sessions, divided into 7 blocks of treatment together with 7 individual sessions
- Does not focus on accepting responsibility, *NMS* focuses more on building on strengths with sections including “New Me” and the “Good Lives” model
- The major focuses of the programme are problem solving, perspective taking, goal setting and relationships
- *New Me Strengths* can accommodate men who maintain innocence of their offences

**Senior Probation Officer, SORT Team**



## Integrated Offender Management (IOM)

Integrated Offender Management (IOM) is the joint management of offenders by probation, police and other partner agencies. These include local authorities, drug and alcohol support services, mental health services, accommodation providers and voluntary sector organisations. Whilst IOM is not a statutory management arrangement, it is a method of working that aims to rehabilitate offenders by addressing underlying criminogenic needs to reduce the likelihood of reoffending. Partner agencies are involved in case management offer priority access to rehabilitative interventions and services. In the event of reoffending police and probation will take necessary enforcement action. The approach balances managing offenders with rigour and incentivising them to turn their lives around, with swift and certain consequences if they fail to comply. These strands of work are facilitated by close partnership working and information sharing between police, probation and other partner agencies.

In recent years IOM has been driven locally and schemes have selected their IOM cohorts based on local rather than national priorities. Across the country schemes have worked with cohorts a wide range of focuses, for example serious acquisitive offenders, gangs, domestic violence perpetrators. In 2020 Her Majesty's Inspectorate of Probation and Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services published a report which found that IOM had "lost its way". Recommendations included the need for a refresh of the joint IOM strategy. In December 2020 the Neighbourhood Crime Integrated Offender Management Strategy was published. The strategy refocuses IOM on neighbourhood crime such as burglary, robbery, theft from the person or theft of or from motor vehicles. Reducing Neighbourhood crime and making communities safer has Ministerial focus, with it being stated as a key priority under the Government's newly launched Beating Crime Plan (July 2021).

The refresh is a good opportunity for IOM to evidence successful delivery of integrated multi-agency work, developing supportive action and forging partnerships with key agencies. The Probation Service will work with local police, local authorities and wider partners to identify the most persistent offenders in their area and take action to stop them from committing crime. IOM teams are therefore encouraged to build strong links with local authorities to ensure the objectives of IOM are embedded into the local partnership agenda, encouraging joint offender supervision between agencies and seeking opportunities to commission and co-commission services to support IOM in reducing reoffending.

As part of the government's aim to combine prevention, deterrent and enforcement of persistent criminal activity, Electronic GPS trail monitoring is being piloted as a tactic of IOM and as part of a joint focus on acquisitive crime, enabling cross-agency collaboration.

### IOM Programme Manager – North West

#### For more information

[Integrated Offender Management strategy - GOV.UK \(www.gov.uk\)](https://www.gov.uk)

[Beating Crime Plan - GOV.UK \(www.gov.uk\)](https://www.gov.uk)



# Lancashire Violence Reduction Network



**LANCASHIRE**  
VIOLENCE REDUCTION  
NETWORK

## 1 What is Lancashire Violence Reduction Network?

**Violent crime cost Lancashire £346 million in 2017-2018, but the human impact is much greater.**

This is set against a national picture of increased violence.

Lancashire VRN are working to shift the mind set towards **early intervention and prevention** to facilitate a culture change and embed new approaches to supporting Lancashire communities.

Funded by the Home Office, Lancashire VRN offer:

- Leadership
- A strategy for reducing serious violence
- Strategic coordination of the local response to serious violence
- Support for a multi-agency, public health approach to preventing and tackling serious violence
- A focus on early intervention.

## 2 Causes of serious violence

The Lancashire VRN needs assessment identified these main causes of serious violence:

- A **challenging experience of education, training and employment** resulting in poor outcomes
- Difficulties within **families and communities**
- **Financial, employment and food insecurity**
- **Substance/alcohol misuse.**

Data shows that homicides and rape are an increasing trend in Lancashire, though knife crime is less prevalent than in other geographical regions.

## 3 Public perception

A public perception survey showed that:

- Young people feel **drug and substance misuse** is their most significant concern.
- **38% of young people do not feel safe** in their communities at night.

Young people felt that enhanced community provision was the best tactic to reduce violent crime, whilst the majority of adults felt that enforcement and harsher sentencing were the best approaches.

## 7 Next steps

You can find out more by visiting our website, here are the key sections:

[lancsvrn.co.uk/](http://lancsvrn.co.uk/)  
[lancsvrn.co.uk/resources/](http://lancsvrn.co.uk/resources/)  
[lancsvrn.co.uk/projects/](http://lancsvrn.co.uk/projects/)  
We're also on Twitter, follow us [@LancsVRN](https://twitter.com/LancsVRN).

### 7 Minute Briefing

## Lancashire Violence Reduction Network



**LANCASHIRE**  
VIOLENCE REDUCTION  
NETWORK

## 6 Membership

Lancashire VRN is made up partners from across public services and the third sector.

On our team we have representatives from youth offending teams, schools and colleges, public health, police, children's social care, probation, community safety partnerships, Lancashire PCC, Lancashire County Council and the NHS.

Through this network, we aim to facilitate a system-wide **trauma-informed** approach to making Lancashire a safer place to live, work and visit.

## 5 Types of work

We are sponsoring **parenting support programmes** and **community projects** to try to alleviate some of the impact of child poverty, deprivation and unemployment across many areas in Lancashire.

We are also working in **schools, colleges, hospital emergency departments, and police custody suites.**

You can find out more about the programmes we are involved in on our website: [lancsvrn.co.uk/projects/](http://lancsvrn.co.uk/projects/)

## 4 Strategy

The Lancashire VRN strategy delivers by prioritising action, leadership and system mobilisation in four priority areas:


- **Prevention** of serious violence
- **Enforcement**
- **Cultural transformation** and workforce development
- **Evidence:** data and evaluation

The strategy helps us to co-produce and develop responses alongside communities.

Our approach merges knowledge from secure, evidence-based learning with insight from voices of experience to help Lancashire communities feel safe from serious violence.

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Preventing victims by changing lives



## The Probation Service

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Probation Service – Head of Public Protection (Community)

Following reunification of Probation Services in June 2021 there are now 4 Probation Delivery Units in Lancashire-South East, Blackburn with Darwen, Central and North West. Each PDU has its own Senior Manager who will Chair their local level 3 panels and have oversight of all the cases managed under MAPPA.

At Office level there is a Senior Probation Officer lead for MAPPA who Chair the level 2 panels with Police colleagues.

The wider North West Probation Region also has a Head of Public Protection (HoPP) who holds senior leadership and management responsibility for regional public protection activity. This includes managing key functions such as MAPPA, Victims, Polygraph, women on Probation and acting as a function lead in respect of regional safeguarding practice, domestic abuse, counter terrorism and serious organised crime. The HoPP is responsible for implementing national policy changes at a regional level. The HoPP (Community) works closely with the Head of National Security Division (North) and the Head of Public Protection (Residential - AP Division).

**Head of Public Protection North West Probation Service  
The Probation Service**



Preventing victims by changing lives



## EMS

### **Electronic monitoring: Working in partnership**

Electronic Monitoring (EM) is an essential tool in reducing reoffending and public protection.

For the EM programme, partnership working is at the heart of what we do. We work across the justice system to ensure that stakeholders are aware of and understand how to get the best out of EM, and to ensure the service is as good as it can be.

### **Reflecting back to look forward**

In 2019, we introduced GPS location monitoring tags, this led to us ramping up our engagement with partners, establishing the EM Senior Stakeholder Board and building a network of contacts and champions.

We worked with our stakeholders across the justice system to develop new processes and guidance. We developed an EM management information dashboard for Policing and are now working with probation senior leaders to develop a further dashboard, providing probation colleagues with an insight into how EM is being used.

Our reliance on partnership working increased again with formation of the EM expansion programme in 2020. This was set up to respond to ministerial ambitions for greater use of EM across the justice system. Three examples of this are:

### **Alcohol Monitoring**

In late 2020 we began the phased roll-out of new tags to support the introduction of the Alcohol Abstinence and Monitoring Requirement (AAMR). This gives courts the power to require individuals to abstain from consuming alcohol, and have their compliance monitored by wearing a tag around the ankle for up to 120 days. To introduce this change we worked closely with stakeholders in Probation, HMCTS and the judiciary. We also built relationships with regional/divisional single points of contact who helped us to effectively cascade information. Probation colleagues helped us design the right processes and draft guidance for court teams and offender managers.

### **Acquisitive crime**

This introduces compulsory trail monitoring to adult offenders released on licence who have committed specified offences of burglary, robbery, and theft, serving a standard determinate sentence of 12 months or more to wear a GPS tag. We worked closely with operational partners to introduce the pathfinder in 6 Police Force regions in April 2021, and continue to do so as we work to expand to a further 13 Police Force Areas in September 2021. This project is supported with a new self-service portal for probation and crime mapping (in collaboration with Policing, the MoJ will overlay tag wearers' locations with recorded crimes). The project is being evaluated to assess whether this can support rehabilitation and act as a deterrent against further offending.

### **Home Office**

We have worked closely with Home Office Immigration Enforcement (HOIE) to introduce GPS tags for foreign nationals who, having committed a criminal offence, would be subject to deportation proceedings.

### **Business Change Team**

## Electronic Monitoring Programme

# MAPPA – Frequently Asked Questions

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Violent, sexual and other high risk MAPPA nominals living in our community is an extremely emotive subject.

We know that many people have questions about how these MAPPA nominals are managed so we have compiled some frequently asked questions to reassure that we take your concerns seriously.

- **WHAT AUTHORITY DOES MAPPA HAVE AS A BODY IN ITS OWN RIGHT?**

MAPPA (Multi-Agency Public Protection Arrangements) is a set of statutory arrangements rather than a body in its own right. The agencies that make up MAPPA retain their primary responsibilities independently of what they do under MAPPA. The Prison, Police and Probation Services (HMPPS) who are the Responsible Authorities, establish MAPPA in their area. Other agencies such as Housing, Health, Education, Social Care Services, Youth Offending Teams, DWP, Home Office Immigration Enforcement and Electronic Monitoring Providers are known as the Duty to Co-operate Agencies and under legislation they have a duty to co-operate with the Responsible Authorities. MAPPA cannot ask any agency to do anything which is outside of its usual responsibilities but the strength of MAPPA comes from all agencies working well together and 'adding value' to risk management.

- **DO THE POLICE AND PROBATION STAFF KNOW WHERE ALL MAPPA MAPPA NOMINALS ARE LOCATED?**

Yes, through utilising a variety of management systems these responsible authorities will know where MAPPA MAPPA nominals are located.

- **WHY DO SEX MAPPA NOMINALS HAVE TO LIVE IN OUR COMMUNITY?**

Sexual offending in our society is geographically widespread. This means that all communities need to accept responsibility for the resettlement of sexual MAPPA nominals. The law does not allow for all sexual MAPPA nominals to be in prison custody indefinitely and we therefore need to locate sex MAPPA nominals in areas away from victims. To do this, sexual MAPPA nominals need to be spread throughout the country and each community has to bear its share of the burden. We do, however, make every effort to avoid locating all sexual MAPPA nominals in the same area.

- **WHO IS MONITORING THEM?**

The whole purpose of MAPPA is to ensure that where there is a dangerous or violent sexual MAPPA nominal in the community, they may be subject to a multi-agency plan which defines which agency undertakes which role in managing the MAPPA nominal. This would normally involve a whole range of risk management activities and the sharing of critical information on a regular basis. This could include supervision by a probation officer (i.e. home visiting), attendance at programmes to address offending behaviour, surveillance by the Police, and various other support packages (i.e. health, housing and employment).

- **WHAT HAPPENS IF THE MAPPA NOMINAL DOES NOT COMPLY?**

Registered sexual MAPPA nominals who do not comply within the notification requirement can be taken to court by the Police and could face a fine and / or up to five years in prison. All MAPPA nominals supervised by the National Probation Service must comply with the conditions of their Order or Licence.

Any failure to do so will result in enforcement action being taken. This could include a return to prison. A failure to comply does not necessarily mean that an offence has been committed; it could be a missed appointment or any behaviour which gives cause for concern.

- **DO MAPPA NOMINALS ATTEND MAPPA MEETINGS?**

MAPPA nominals do not attend MAPPA meetings but they are usually told about the meeting and decisions made. They are invited to make a written contribution to each meeting and often receive feed-back from the meeting.

- **HOW CAN WE BE SURE THAT THEY WILL NOT OFFEND AGAIN?**

There are never any guarantees that an MAPPA nominal will not re-offend. Whatever intrusive conditions are imposed outside of prison, it is difficult to continuously monitor an MAPPA nominal in the community. There are a wide range of restrictive and constructive interventions that can be imposed and we have a successful record of rehabilitating MAPPA nominals in the community. MAPPA nominals who have been released subject to prison licence are liable to a recall to prison if they are behaving in such a way as to indicate a further risk to society.

- **WHAT IS MAPPA'S ROLE IN RELATION TO MENTALLY DISORDERED MAPPA NOMINALS?**

Mentally disordered MAPPA nominals can also be MAPPA eligible MAPPA nominals. The MAPPA nominal's management must take into account their mental health needs. Where an MAPPA nominal has been sentenced to a Hospital Order with or without restrictions for an offence contained in Section 15 of the Criminal Justice Act 2003, Mental Health Services are responsible for the management of the case and for identifying them as a MAPPA eligible MAPPA nominal. Where a MAPPA eligible mentally disordered MAPPA nominal is being considered for escorted or unescorted leave in the locality of the hospital, Mental Health Services must ensure they have identified any potential risks to the public and have informed the relevant MAPPA Co-ordinator of these arrangements.

- **FOLLOWING THE RECENT GOVERNMENT REHABILITATION TRANSFORMATION PLAN AND THE RESULTING CHANGES TO THE PROBATION SERVICE, WHAT IMPACT HAS THIS HAD UPON MAPPA ACTIVITIES?**

Every MAPPA nominal who poses a high risk of serious harm to the public is now managed by the NPS (National Probation Service). NPS professionals will decide on allocation in each case. They will retain management of every MAPPA nominal who poses a high risk of serious harm to the public and every MAPPA nominal who is eligible for MAPPA management. This includes MAPPA nominals who are convicted of serious sexual and violent offences. Providers will need to ensure that Orders of the Court are met and that Licence conditions are enforced. They will have contractual obligations to work in partnership with the National Probation Service in managing the risk of serious harm.

All MAPPA reports from England and Wales are published online at:

[www.gov.uk](http://www.gov.uk)



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