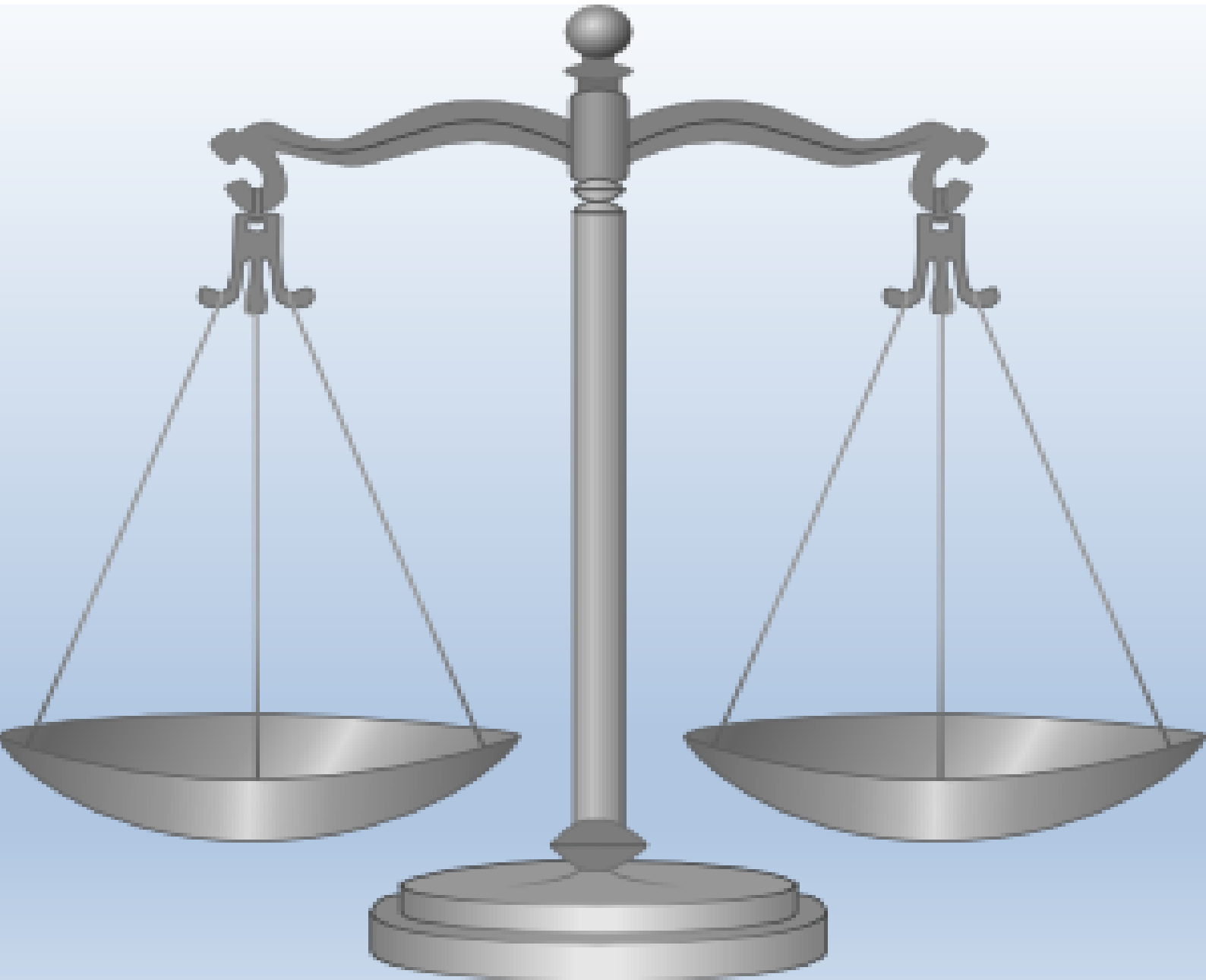


TEESSIDE



Annual Report 2016-17

Foreword

Detective Chief Superintendent Peter McPhillips from Cleveland Police and Chair of the MAPPA Strategic Management Board



As Chair of the MAPPA Strategic Management Board in Cleveland, I would like to welcome you to the Teesside MAPPA Annual Report for 2016-17 and to the dedicated work of the organisations and specialists involved in MAPPA.

The MAPPA process plays an integral part in helping to keep people living, working and visiting the Teesside area safe. It works by agencies joining together to share vital information to protect members of the public by monitoring offenders within the community. This begins prior to the release of an offender from prison, and whilst they are integrated back into the community following their release.

The partnership working across Cleveland is second to none and I have been lucky to see first-hand the innovative and impressive methods being used to appropriately monitor offenders and ensure that victims are aware of the MAPPA process.

Where offenders have been found in breach of any of their restrictions, action has been taken swiftly using the relevant powers available to MAPPA agencies.

This report highlights some of the work that has taken place throughout 2016-17 and I hope that it is an informative and useful tool to learn more about Teesside MAPPA. During the latter months of 2017 my tenure as Chair will come to an end and I pass the mantle to Julie Allan from the National Probation Service who I'm sure will find the position as worthwhile and humbling as I have over recent years.

Introduction

Protecting Communities Through Sharing Knowledge

The Teesside MAPPA annual report 2016-17 covers the successful management of public protection issues in Hartlepool, Middlesbrough, Redcar and Cleveland, and Stockton.

There is an established partnership between the three responsible authorities - the prison, police and probation services - which has continued to grow since MAPPA was introduced on Teesside in 1997. The report also highlights the role of the duty to co-operate agencies and it is the sharing of knowledge between all these organisations which enables the effective management of offenders who pose the highest risk of harm in our communities.

MAPPA Strategic Management Board

The MAPPA Strategic Management Board (SMB) reviews reports on levels of MAPPA activity and monitors trends in numbers of offenders and levels of meetings held. Each meeting also receives an anonymous case study, which highlights lessons to be learnt as well as examples of best practice that need to be shared and built upon.

Key Achievements 2016-2017

There have been a number of achievements in the last year, most notably:

- All MAPPA cases reviewed within required timescales
- Excellent inter-agency working at all levels
- Good links between the SMB and local safeguarding boards
- Ongoing engagement with Cleveland's Police and Crime Commissioner
- Ongoing engagement with GPs to raise their awareness of MAPPA
- Recruitment of a second Lay Adviser

- The introduction of a quality assurance toolkit to ensure scrutiny of the MAPPA process
- The rollout of a training package for all partners to ensure that staff are aware of their responsibilities to manage offenders under MAPPA

Priorities 2017 – 18

The priorities for Teesside MAPPA for 2017 – 2018 are:

- Keeping the public safe from risks posed by violent and / or sexual offenders,
- Building on professional practice through identification and implementation of learning locally and nationally,
- Identifying and managing any emerging gaps in service provision as a result of efficiency savings,
- Improving third sector engagement and support,
- Continue the roll out of the MAPPA training package across all agencies to raise awareness of the management of violent and sexual offenders.



What is MAPPA?

MAPPA background

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

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.

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

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 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 involving the higher risks of serious harm.

- **Level 1** involves ordinary agency management (i.e. managed by the lead agency with no MAPPA formal meetings);
- **Level 2** is where the active involvement of more than one agency is required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level.

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 enable 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.

All MAPPA reports from England and Wales are published online at: www.gov.uk

MAPPA in Teesside

About MAPPA in Teesside

Along with Cleveland Police and National Probation Service, HMP Holme House and HMP Kirklevington Grange make up the responsible authorities and the organisations work closely together to manage risk.

On 1st June 2014 Durham Tees Valley Probation Trust was replaced by the creation of a new National Probation Service (NPS) and the Durham Tees Valley Community Rehabilitation Company Limited (DTVCRC).

The NPS now has responsibility for the supervision of all high risk and very high risk offenders as well as the completion of all initial assessments and the provision of information, whilst the CRC retains responsibility for managing low and medium risk of harm offenders along with the provision of accredited programmes and the resettlement of prisoners.

Both organisations are represented on the Strategic Management Board and continue to work collaboratively with all community partners to ensure that risk is effectively managed.

Duty to co-operate agencies also have a valuable part to play in the process of managing offenders, they are the local authority social care services, youth offending teams, health services including mental health, local education authorities, Jobcentre Plus, local housing authorities, electronic monitoring providers and registered social landlords.

The priority will always be the safety of the public, and by working in partnership with other agencies under MAPPA, the arrangements continue to ensure that offenders living in this area are managed effectively.

The level of risk to communities from dangerous offenders remains small, and the objective of this report is to reassure the public of the commitment to keeping neighbourhoods safe.

The Child Sex Offender Disclosure Scheme continues to provide an extra layer of protection where parents, carers and guardians can apply for information about whether individuals who have regular contact with their children are registered sex offenders.

Under the scheme, a number of disclosures have been made and safeguarding action taken to protect children and the Protecting Vulnerable People team has received national recognition for its work on the scheme.

Public Protection

National Probation Service – North East Division



As the current Head of Public Protection for the North East Division of the National Probation Service (NPS), I would like to take this opportunity to say thank you to the partner agencies involved in MAPPA.

The MAPPA process is fundamental to the effective protection of the public, management of offenders and the support of victims. This is not a task any of us can take on alone. MAPPA is composed of experienced and specialist police and probation staff working comprehensively to be the single point of contact for all cooperating agencies, prisons, youth offending services, job centres, education, housing and health services. Together we can share significant information, and provide advice and training to the agencies managing the risk posed by the most serious and complex offenders.

Key developments relating to MAPPA that I will oversee in the next 12 months are:

- Ensuring any MAPPA Level 3 offenders have the appropriate input from the North East NPS Division Psychologist, Karen Saxby.
- Implementing a consistent job description for MAPPA managers via the Strategic MAPPA Boards.
- Embedding the new child sexual exploitation definition in NPS practice so that offender managers are confident in working with this group of offenders.
- Ensuring the continuous improvement of the 20 Approved Premises (Hostels) in the North East Division and maximising the usage of the hundreds of bed spaces we have.
- Effectively identifying and managing extremist offenders in the North East Division.
- Implementing and overseeing of the new North East wide contract for Circles of Support.

I look forward to delivering these objectives in the next twelve months to build upon the already successful work that has taken place throughout 2016 -17.

Head of Public Protection
NPS NE Division

Lay Adviser

The Ministry of Justice requires each MAPPA Strategic Management Board to appoint lay advisers to serve for a minimum period of three or four years. They are recruited locally and undergo national training and local induction. Lay advisers act as 'critical friends' of the MAPPA process.



I see the purpose of the Lay Adviser as that of an independent 'critical friend' able to listen to, observe and question the MAPPA process.

Alongside the newly appointed second Lay Adviser, Paul McGrath, I have been given the opportunity to attend MAPPA Level 2 and 3 case meetings, engage with the performance sub-group and Serious Case Review meetings as well as undertake observation and shadowing opportunities with Responsible Authority agencies.

This has allowed me to keep up to date and gain a better understanding of MAPPA business, whilst giving me a greater confidence to question and challenge the decisions made at the Strategic Management Board.

A major focus of this year's Strategic Management Board business has been around a Serious Case Review. Lay Advisers were involved from the beginning of the process and continue to be involved in meetings that oversee whether agencies are delivering on the actions set and can demonstrate that lessons have been learned.

This year has also seen the retirement of long standing and experienced Lay Adviser, Brian Footitt, who I know added great value at the SMB. I was grateful for having time with Brian before his retirement as part of my induction. I hope myself and Paul can contribute to MAPPA with as much enthusiasm.

Last year I said I had been wholly impressed with the dedication and integrity of the professionals from the Responsible Authorities and the Duty to Cooperate agencies working hard to safeguard the community and manage risk and this continues to be the case.

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2017				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	696	337	-	1033
Level 2	8	6	8	22
Level 3	0	0	0	0
Total	704	343	8	1055

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	10	5	14	29
Level 3	1	0	0	1
Total	11	5	14	30

RSOs cautioned or convicted for breach of notification requirements	55
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RSOs who have had their life time notification revoked on application	1
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	89
SHPO with foreign travel restriction	0
NOs	0

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	2
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Level 2 and 3 offenders returned to custody				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	1	8	4	13
Level 3	0	0	0	0
Total	1	8	4	13
Breach of SOPO				
Level 2	2	-	-	2
Level 3	0	-	-	0
Total	2	-	-	2

Total number of Registered Sexual Offenders per 100,000 population	143
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This figure has been calculated using the Mid-2016 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

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2017 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2016 to 31 March 2017.

(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 under ordinary agency (Level 1) arrangements rather than via 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.”) 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 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.

(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.

(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. It requires 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 done 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.

Individuals subject to indefinite notification 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 applies from 1 September 2012 for adult offenders.

On 21 April 2010, in the case of *R (on the application of F and Angus Aubrey Thompson) v Secretary of State for the Home Department [2010] UKSC 17*, the Supreme Court upheld an earlier decision of the Court of Appeal and made a declaration of incompatibility under s. 4 of the Human Rights Act 1998 in respect of notification requirements for an indefinite period under section 82 of the Sexual Offences Act 2003.

This has been remedied by virtue of the Sexual Offences Act 2003 (Remedial) Order 2012 which has introduced the opportunity for offenders subject to indefinite notification to seek a review; this was enacted on 30th July 2012.

Persons will not come off the register automatically. Qualifying offenders will be required to submit an application to the police seeking a review of their indefinite notification requirements. This will only be once they have completed a minimum period of time subject to the notification requirements (15 years from the point of first notification following release from custody for the index offence for adults and 8 years for juveniles).

Those who continue to pose a significant risk will remain on the register for life, if necessary. In the event that an offender is subject to a Sexual Offences Prevention Order (SOPO)/Sexual Harm Prevention Order (SHPO) the order must be discharged under section 108 of the Sexual Offences Act 2003 prior to an application for a review of their indefinite notification requirements.

For more information, see the Home Office section of the gov.uk website:

<https://www.gov.uk/government/publications/sexual-offences-act-2003-remedial-order-2012>

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www.gov.uk

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