Managing Risk Reducing Harm

Welcome to this, the ninth annual report of the North Yorkshire & the City of York Multi Agency Public Protection Arrangements (MAPPA).

We all want to feel as safe as possible from the impact of crime in our communities and making communities safer through effective public protection arrangements continues to remain our highest priority.

Every year we embrace more and more tried and tested processes to develop our public protection arrangements, and this past year has been no exception. Briefly, new initiatives introduced during 2009 - 2010, all of which are reported on in more detail throughout this report, include:

• Bringing to York and North Yorkshire the child sexual offenders disclosure scheme which will give everyone the 'right to ask' for information about an individual who has some form of contact with their child/children.

The scheme is in addition to the decisions about disclosure considered on all MAPPA offenders and will ensure a comprehensive disclosure process operates across York and North Yorkshire.

• Introducing Integrated Offender Management (IOM) which brings together a team of police and probation officers, drug and alcohol workers and other agencies to work with lower risk, short sentence prisoners who are motivated to stop offending.

This is linked to evidence that suggests that offenders released from prison are much less likely to re-offend if they have access to resources and support from professionals. It also allows police to focus on what they do best by catching and convicting those offenders who pose a greater risk to others.

• Working together with key agencies to divert women from crime.

• H M Prison Service is working to change the function of the current HMYOI Northallerton to a prison which will accommodate adult and young offenders predominantly from the North Yorkshire area. Bringing offenders nearer to home increases family ties and allows partner organisations greater access. All factors which are proven to reduce re-offending.

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To conclude, this report demonstrates the commitment not only of criminal justice agencies but of key statutory agencies to the continual development and strengthening of public protection arrangements.

We recommend this report to you and hope that you will find it informative and reassuring.

www.mappayorkandnorthyorkshire.org.uk









Norman Griffin

Governor HM YOI Northallerton

Grahame Maxwell

Chief Constable
North Yorkshire
Police

Pete Brown

Chief Executive
York and North
Yorkshire
Probation Trust

What is **MAPPA?**

MAPPA are a set of arrangements to manage the risk posed by certain sexual and violent offenders. They bring together the police, probation and prison services in the City of York and North Yorkshire into what is known as the MAPPA Responsible Authority.

A number of other agencies are under a duty to co-operate with the Responsible Authority. These include: Children's Services, Adult Social Services, Health Trusts and Authorities, Youth Offending Teams, local housing authorities and certain registered landlords, Jobcentre Plus and electronic monitoring providers.

The purposes of MAPPA are:

To ensure more comprehensive risk assessments are completed, taking advantage of co-ordinated information sharing across the agencies, *and* to direct the available resources to best protect the public from serious harm.

How does MAPPA work?

Offenders eligible for MAPPA are identified and information is gathered/shared about them across relevant agencies. The nature and level of the risk of harm they pose is assessed and a risk management plan is implemented to protect the public.

In most cases the offender will be managed under ordinary arrangements applied by the agency or agencies with supervisory responsibility. A number of offenders, though, require active multi-agency management and their risk management plans will be formulated and monitored via Multi Agency Public Protection (MAPP) meetings attended by various agencies.

What is the role of the Strategic Management Board (SMB)?

Senior representatives of each of the agencies involved in MAPPA form a Strategic Management Board (SMB) which meets at least quarterly to monitor the arrangements and direct any necessary improvements.

Who are the eligible offenders?

There are three categories of offender eligible for MAPPA:

Category 1 - Registered sexual offenders: Sexual offenders who are required to notify the police of their name, address and other personal details and notify them of any subsequent changes;

Category 2 - Violent offenders:
Offenders sentenced to
imprisonment/detention for 12 months or
more, or detained under hospital orders.
This category also includes a small
number of sexual offenders who do not
qualify for registration and offenders
disqualified from working with
children; and

Category 3 - Other dangerous offenders: Offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm, there is a link between the offending and the risk posed, and they require active multi-agency management.

How are they managed?

There are three levels at which offenders are managed which are based upon the level of multi agency co-operation required to implement the risk management plan effectively. Offenders will be moved up and down levels as appropriate.

Level 1 - Ordinary Management: These offenders are subject to the usual management arrangements applied by whichever agency is supervising them. But this does not rule out information sharing between agencies, via ViSOR and other routes.

Level 2 - Active Multi-Agency Management: The risk management plans for these offenders require the active involvement of several agencies via regular MAPP meetings.

Level 3 - Active multi-Agency
Management: As with Level 2 but
these cases additionally require the
involvement of senior officers to
authorise the use of special resources,
such as police surveillance or
specialised accommodation, and/or to
provide ongoing senior management
oversight.

View from the Lay Advisers

The Responsible Authority is required to appoint two lay advisers to sit on the MAPPA Strategic Management Board. The Lay Advisers bring to the SMB their understanding and perspective of the communities where they reside within North Yorkshire.

The two Lay Advisers for North Yorkshire and the City of York, Simon Golding and Suzanne Kirby write "The question we, as Lay Advisers, are often asked is 'can we trust the MAPPA process?'. For the vast majority of the public, the closest that they will ever come to the work of MAPPA will be through a headline in the newspaper or an item on the news about the release or conviction of a serious offender.

Our role as Lay Advisers is to provide an independent voice to MAPPA, to ensure community issues are addressed and to act as a "critical friend" to the professionals involved in the process. We have a privileged position in that we have information about the part played by all the agencies involved in MAPPA and the work that goes on to ensure that eligible offenders living in our area are known, risk assessed and managed safely. We ask the awkward questions on your behalf. Our role provides transparency to the robust process that is in place and we hope in turn this gives confidence to the public of a job well done."





Disclosure of information

It is not possible to eliminate all the risks that offenders pose and a small number of offenders may continue to pose a risk of harm to others. For that reason consideration is given for all MAPPA offenders as to whether disclosure of information is needed either to protect the individual directly or to help them protect others.

Although disclosure is considered in all case it is always considered with the presumption of a disclosure being made in situations where:

- There is evidence that grooming behaviours may take place through leisure clubs, churches, employment; *or*
- Where there is a need to protect past or potential victims, in particular where offenders strike up new relationships with partners who have children or grandchildren and in some circumstances to neighbours or friends who have children.

If disclosure is to be made then, if appropriate, the offender, in the presence of a police or probation officer, will be encouraged to make the disclosure him/herself. If not disclosure will be made by police often accompanied by probation or children's services.

Case Study...

Whilst in custody, John has struck up a relationship with another inmate's sister and has given her address as his release address. Checks reveal that the woman, a single parent, has two young children. John was sentenced for violence against his ex-partner. When preparing the court report, probation identified that police had received several call outs to the couple's address as a result of neighbours' concerns and similar previous offences against previous partners.

A MAPPA meeting considered disclosure and agreed that if John was to commence a relationship with this woman then disclosure of his previous domestic violent offending would be made. Children's Services would also be informed with a view to child protection considerations

From 1 August 2010 the Child Sex Offender Disclosure Scheme will start operating in North Yorkshire.

Further information regarding the scheme is given under Key Achievements in this report.

ViSOR is a secure national database holding details of all sexual and violent offenders, and other dangerous persons.

ViSOR has been developed to support MAPPA and has been rolled out to Probation and Prison Services. This means that the three MAPPA Responsible Authority Agencies - Police, Probation and Prison Services - are now able to work on the same IT system enabling the sharing of risk information on individual violent and sexual offenders in a timely way.

In the City of York and North Yorkshire all MAPPA cases including those cases held by Youth Justice and Health are recorded on ViSOR.



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visor Use Study...

It was reported to the police that a 13 year old girl had been in contact with a 30 year old male on a mobile phone social networking site. Fortunately the mobile number of the male was known and was searched through ViSOR. The individual was identified as a registered sex offender living in another Police area. The offender was subject to a Sexual Offences Prevention Order (SOPO) that prohibited him from entering any social networking chat room for any purpose. The offender admitted breaching his SOPO and was sentenced to 39 months imprisonment. He has also been charged with an offence of attempting to groom a child for sexual purposes.

Circles of support and accountability, a scheme that monitors and supports sexual offenders, has now become an independent registered charity which operates across the Yorkshire and Humberside region.



The initial 18-month pilot in North Yorkshire, funded by the York and North Yorkshire Probation Trust, saw some sixteen volunteers trained and three Circles established and successfully completed.

Now able to attract funding from a wide variety of sources, the longer term expansion of the scheme is assured.

The goal of the scheme is to be able to meet MAPPA needs and deliver Circles wherever they may be required throughout the region in order to ensure that there are no more victims.

Our website has been up and running for over a year and to date well over 2,000 people have visited the site.

This year we are looking at refreshing and updating the site and we would welcome your comments about what you would like to see included. We also welcome your feed back about the Annual Report. www.mappayorkandnorthyorkshire.org.uk

Behind the **headlines**

A look at Southview Approved Premises

The aim of approved premises is to protect the public from offenders who pose a significant risk of harm to others. In 2008 an HM Probation Inspection report into Approved Premises, 'Probation Hostels: Control, Help and Change?' concluded: "Approved Premises provide an enhanced level of supervision over and above anything else outside of prison and can give an excellent opportunity to contain both risk of harm posed by the individual offender to the public and to contribute to their rehabilitation". Approved premises are a key resource within the MAPPA process.

By their very nature approved premises generate concern. In this article the staff at Southview Approved Premises answer a number of questions so you can better assess how valuable their work is in protecting the public.

What would happen if there was no approved premises?

The alternative to approved premises would be to distribute offenders directly on release from prison throughout local communities. This would significantly reduce the protection afforded to the public, since offenders would be less tightly monitored and lapses of behaviour would be less likely to be detected.

Why are offenders allowed back to approved premises in their home town?

The presumption is that offenders should be resettled in their home area unless there are strong reasons not to. Once an offender's licence of supervision ends the offender can of course move anywhere they wish and often they choose to return to their home area. It can often be better to closely monitor and supervise the offender in the home area during licence. In this way the offender's attitude towards the victim can be measured and tested and the offender can be recalled to prison if any licence conditions such as contacting a victim or entering an exclusion zone are breached.

Are residents at approved premises subject to curfews or restrictions?

It is important to remember that residents living in approved premises have been released into the community and are no longer in custody.

Offenders at an approved premises are subject to standard curfews of 11.00pm – 6.00am and can be subject to more restrictive curfews and reporting requirements to ensure that they are under direct supervision at critical times of the day.



I live near Southview Approved Premises – is it safe?

Approved premises are the safest option for many offenders as it allows their risk to be managed. They are required to comply with all the conditions of their order or licence, including the curfew and any additional restrictions imposed on their movements. Facilities such as Southview are a vital part of the public protection process. They enable successful resettlement of offenders back in to the community, while contributing to the reduction of re-offending.

Residents living at Southview are also required to comply with house rules which set out the standards of behaviour expected of them. There are rules forbidding them to act in such a way as to cause disruption to neighbours and the immediate community.

Case Study...

Although Tom's victim lived in the city, Tom was placed at the approved premises. His licence conditions prohibited him from contacting the victim and he was excluded from certain areas of the city.

The victim was provided with an alarm and with contact numbers to phone if the offender made an attempt at contacting her.

Tom's behaviour was monitored closely. No contact with the victim was made and there is no evidence that contact with the victim has been made in the eighteen months since he left the approved premises.

Case Study...

Brian was due for release two days before Christmas. Although separated from his partner, Brian was anxious to re-establish a relationship with his daughter. Due to his history of violent offending, including domestic violence, Brian agreed to undergo an assessment with Children's Services prior to re engaging with his child. With Christmas being a particularly emotional time there were concerns that he would make contact and that emotions and possible violence could flare between him and his ex-partner. As a result Brian was placed in approved premises for the Christmas period. This ensured that he was subject to regular checks by approved premises staff as well as the regular evening curfew. Brian did comply and now has weekly unsupervised contact with his daughter.



What do residents at Southview do during the day?

A period of residence at any approved premises is not only a way of monitoring offenders in the community but an opportunity for an offender to move towards resettlement and eventually live a responsible, safe and independent life in the community. In most approved premises, and certainly at Southview, all residents have a daily activity programme. A typical day at Southview could include:

- 8.45am residents meeting issues, which includes discussing any issues raised by local residents/community.
- · Offenders with drug or alcohol issues have sessions with treatment workers and are regularly tested.
- Offenders also attend a range of challenging programmes to address their offending behaviour.
- · Courses such as 'Towards Employment' or appointments at the Job Centre are arranged.

All residents have to attend a 'Living Here Moving On' programme, a problem solving programme that helps offenders focus on their specific needs. Some offenders have to report at timed intervals throughout the day as part of their risk management plan.

All residents have a key worker who is based at Southview and regular key worker sessions are arranged. At 23.00 hours there is a curfew check - all residents must be accounted for. Even arriving two minutes late will result in a warning being issued.



Is it just sex offenders who are required to live at approved premises?

Approved premises accommodate offenders who have committed a very wide range of crimes.

It is not a specialist accommodation or treatment centre for sex offenders, but holds a range of offenders who are released on licence and who present a high enough risk to the public that requires an initial period of monitoring and close supervision that no other accommodation could provide.

Can residents access the Internet at approved premises?

The simple answer is no. If an approved premises has a computer it is for the purpose of skills training only.

Approved premises are the most effective form of supervision for certain high risk offenders who have been released into the community.

Whilst any offence committed by someone under supervision at Southview is one too many, numbers are low and represent less than 3.6% of offenders at Southview in any 12 month period.

Southview is staffed 24 hours a day by a minimum of two people. There is extensive CCTV and it operates curfews at night and at other times when needed. Intelligence gathered by Southview staff is invaluable in monitoring risk and can play an essential part in getting residents recalled to prison if concern about them increases. Intensive offending behaviour work is undertaken with residents by Southview and other probation staff.

In 2008 and 2009 Southview scored 29 out of 30 in a performance standards assessment.

Illegal drugs, solvents or alcohol are banned at Southview. Residents who continue to abuse drugs and or alcohol take the risk of being breached and returned to prison. Drug/alcohol treatment programmes are available to Southview residents.

Key Achievements 2009-10

The Child Sex Offender Disclosure Scheme...

In June 2007 the Government published the Review of the Protection of Children from Sex Offenders. As a result a Disclosure Scheme pilot was introduced giving everyone the 'right to ask' for information about an individual who has some form of contact with a child or children.

The pilot has been successful and is now to be rolled out nationally on a phased basis. The Scheme will be operational in all police areas by Autumn 2011. North Yorkshire Police chose to become involved in the first roll out of the Scheme, which began operating on the 1st August 2010.

The Scheme focuses on disclosure where the subject is identified as being convicted of child sexual offences and provides parents, guardians and carers with information that will enable them to better safeguard their children's welfare. For further information contact Tel: 01609 768003 or visit: www.northyorkshire.police.uk/csod

The Integrated Offender Management Project comes to York and North Yorkshire...

Did you Know...nationally about 10% of offenders commit around 60% of acquisitive recorded crime. 60% of offenders sentenced to short prison sentences re-offend within one year of being released. Historically the Probation Service has not been funded or required to work with adult offenders sentenced to a prison sentence of less than 12 months, yet ironically it is this group that represent the 10% who commit the most crime.

For offenders who commit sexual and violent offences there are MAPPA that bring key agencies together to ensure that effective plans are put in place for the management of such offenders in the community. Six years ago a scheme was introduced to work with the most prolific and persistent repeat offenders - Prolific and Priority Offenders (PPO) scheme. For other acquisitive repeat offenders the challenge has been how to replicate the

success of MAPPA and the PPO scheme with a much larger group of offenders. In our area the agreement was to launch an Integrated Offender Management scheme (IOM).

IOM brings together police, probation service, prison service, drug and alcohol teams and other partners and these teams have now been set up across the area. IOM was initially piloted in Scarborough. The team has achieved encouraging results with reductions in re-offending averaging 38%, and has now been rolled out across York and North Yorkshire. IOM teams supervise and monitor offenders assisting them to gain access to appropriate support which can range from employment to alcohol treatment.

Nearer to home...

HMP Northallerton houses 252 offenders aged between 18 and 21. Of those 252 offenders only 4% are from the North Yorkshire area. As a result of an initiative by the Director of Offender Management Yorkshire and Humberside, HMP Northallerton will change its function to a Category C Community Prison. It will then aim to accommodate adult and young offenders predominantly from the North Yorkshire area.

Being nearer to home increases access to family ties and allows partner organisations a greater level of access, resulting in an increased level of contact between individuals and services. This will enable a more structured approach to the management of offenders from sentence to discharge and will contribute more effectively to the resettlement process - all factors which are proven to help reduce re-offending.

Diverting women away from crime...

Did you Know?...

- Women represent only 5% of the overall prison population.
- 66% of women in prison are mothers of dependent children under the age of 18.
- About one third of women in prison lose their homes and often their possessions whilst in prison.
- There are 14 women's prisons in England and none in Wales, so women are often placed miles away from family and receive less family visits.
- Approximately 75% of the women in prison are sentenced to fewer than six months for offences which are non violent.

The York and North Yorkshire Probation Trust, together with other key partners, is currently working on a women's project which, through targeted interventions and timely access to the right services could result in fewer women in the criminal justice system, reduce re-offending and make a positive contribution to women offenders and their families.



MAPPA Statistics 2009-10

For the reporting period 1 April 2009 - 31 March 2010

Number of MAPPA eligible offenders at 31 March 2010

	Level 1	Level 2	Level 3	TOTAL
Category 1: Registered Sexual offenders	384	24	1	409
Category 2: Violent offenders	94	7	0	101
Category 3: Other Dangerous offenders				2

Enforcement for offenders management via MAPP meetings

Returned to custody for breach of licence		
Level 2	11	
Level 3	0	
TOTAL	11	

Further data on Registered Sexual Offenders

Southern	169
Eastern	100
Western	81
Northern	59

Sexual Offences Prevention Orders (SOPOs):		
Applied for	83	
Interim Order issued	1	
Full Order issued	31	

Notification Orders:	
Applied for	0
Interim Order issued	0
Full Order issued	0

Foreign Travel Orders		
Applied for	0	
Interim Order issued	0	
Full Order issued	0	

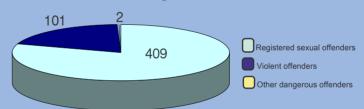
Sent to custody for breach of Sexual Offences Prevention Order (SOPO):		
Level 2	1	
Level 3	0	
TOTAL	1	

Total number of registered sexual offenders in York & North Yorkshire, per 100,000 head of population -

This figure has been calculated using the 2009 Mid-Year Population Estimate published by the Office for National Statistics on 24 June 2010, excluding those aged less than ten years of age. It is not directly comparable to figures published in previous years.

Registered Sexual Offenders cautioned or convicted for breach of notification requirements - 15

Number of MAPPA eligible offenders



Commentary
The totals of MAPPA eligible offenders, broken down by category, reflects the picture on 31 March 2010, (i.e. a snapshot). The rest of the data covers the period 1 April 2009 and 31 March 2010.

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 and/or currently pose a risk of serious harm, although the majority (93.7% this year in York and North Yorkshire) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

Registered Sexual Offenders (RSOs) - those who are required to notify the police of their name, address and other personal details and notify any changes subsequently. Failure to comply with the notification requirements is a criminal offence which carries a maximum penalty of 5 years' imprisonment.

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

Other Offenders – offenders who do not qualify under the other 2 MAPPA eligible categories, but who currently pose a risk of serious harm which requires management via MAPP meetings.

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

Sexual Offences Prevention Order (SOPO) - a court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender's behaviour in the community. The full order lasts for a minimum of 5 years, and can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender loitering near schools or playgrounds. If the offender fails to comply with (i.e. breaches) the requirements of the order, he can be taken back to court and may be liable to up to 5 years' imprisonment.

Notification Order – requires sexual offenders who have been convicted overseas to register with police, in order to protect the public in the UK from the risks that they pose. Police may apply to the court for the order in relation to offenders in or intending to come

Foreign Travel Orders - prevent offenders with convictions for sexual offences against children from traveling abroad where it is necessary to do so to protect children from the risk of sexual harm.

If you require this report in an alternative format e.g. large print or Braille, or your own language, please contact us on tel: 01904 698920.

> This information can be provided in your own language. 我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali) Ta informacja może być dostarczona w twoim (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

(Urdu) یه معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔

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własnym języku.

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Useful websites

www.mappayorkandnorthyorkshire.org.uk

North Yorkshire and City of York Mappa

www.vnvprobation.org.uk

York and North Yorkshire Probation Trust

www.northyorkshire.police.uk

North Yorkshire Police

www.stopitnow.org.uk

Aims to stop child sexual abuse by encouraging abusers and potential abusers to seek help. They provide adults with the information they need to recognise worrying behaviour in themselves or others, and with the confidence to take responsible action when they suspect that something is wrong.

www.saferchildrenyork.org.uk

A statutory inter-agency forum for agreeing how different services co-operate to protect children in York. It seeks to ensure that the children of York are protected from all forms of abuse and neglect by ensuring that everybody working with children works effectively together.

www.safeguardingchildren.co.uk

A multi-agency group of senior managers from agencies, organisations and professional groups responsible for safeguarding and promoting the welfare of children in North Yorkshire.

www.victimsupport.org.uk

Victim Support is the independent charity which helps people cope with the effects of crime. It provides free and confidential support and information to help individuals cope with their experiences.

The Ministry of Justice ensures a more effective, transparent and responsive criminal justice system for victims and the public.