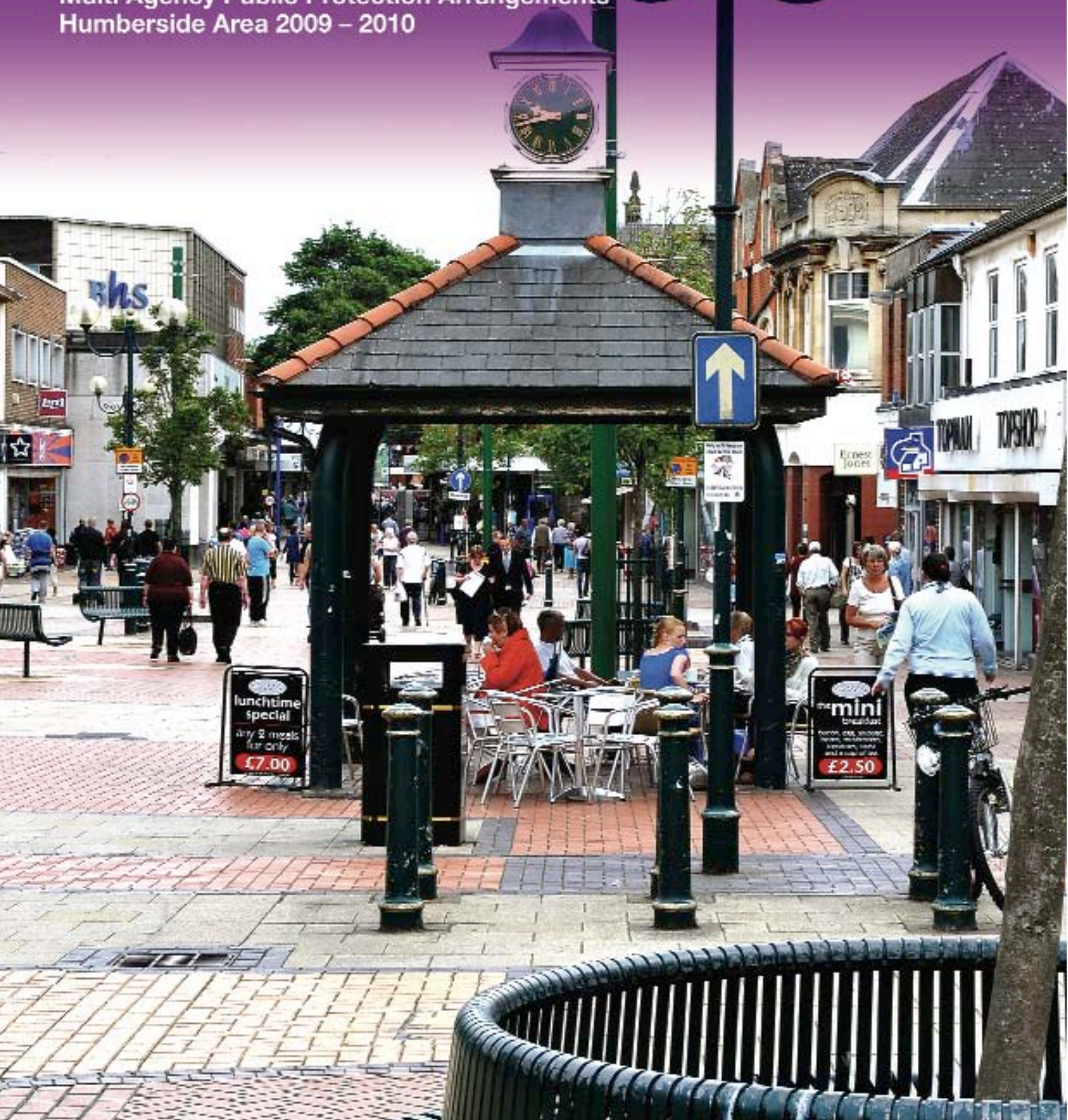


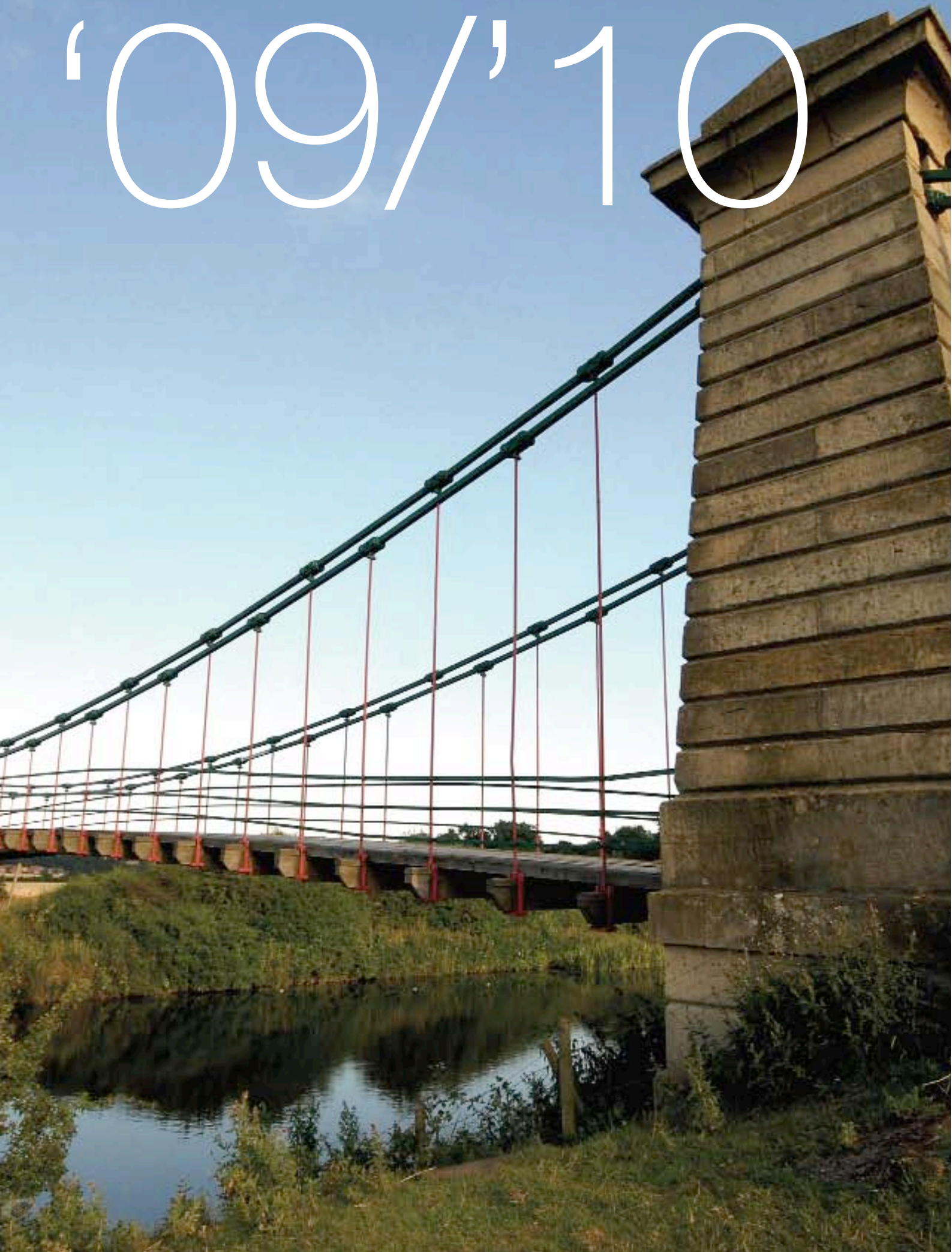
MAPPA

annual report

Multi Agency Public Protection Arrangements
Humberside Area 2009 – 2010



'09/'10





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Introduction

As in previous years, joint working continues to be regularly undertaken by the constituent agencies and this year is no different. Humberside Police, Humberside Probation Trust and Her Majesty's Prisons together with the Duty to Co-operate Agencies have worked tirelessly together to manage what has been an increase in the workload of the most complex cases which have required management at the highest level.

MAPP A is supported by the Responsible Authorities through the provision of staff in order to discharge its functions efficiently and effectively. MAPP A is further supported by a range of agencies who are called on to share information, provide accommodation, care packages and treatment programmes. During the last year, the MAPP A process has been increasingly used to support and help manage the most dangerous domestic violence perpetrators who reside within Humberside and to ensure that the partners and children of such offenders are protected as far as is possible. This work has been supported by the Probation Service's Integrated Domestic Abuse Programme; the target of 59 completions of this programme having been exceeded in 2009-10. The Integrated Domestic Abuse Programme is designed to help equip perpetrators of domestic violence with the awareness and associated skills to relate more respectfully and responsibly towards partners and family. Throughout Humberside close relationships between Domestic Abuse Partnerships, MARAC (Multi-Agency Risk Assessment Conferences) and MAPP A facilitates the effectiveness of interagency arrangements to help safeguard the partners and family of known violent perpetrators.

The work of the Responsible Authorities is complemented by the participation of the Duty to Co-operate Agencies and supported by the four Local Safeguarding Boards. There has been significant engagement with Mental Health Commissioners and Providers during the year which has improved the quality of release and discharge plans for both patients and offenders respectively and the level of protection delivered to the public. We would like to take this opportunity to thank all staff from those organisations who have supported victims of our highest risk offenders and the contributions from victims themselves which has enabled us to protect both them and potential future victims.

As all public sector organisations we have faced reductions in funding and will continue to do so however there is a clear priority to public protection which we will endeavour to meet to the best of our ability. We will never be able to eliminate the risk of serious offending from occurring, that said this will continue to be our challenge. Through the dedication of all staff in partnership with the Humberside community and our commitment to work together we aim to continue to make Humberside a safe place in which to live and work.



Tim Hollis
Chief Constable
Humberside Police



Stephen Hemming
Chief Executive Officer of the
Humberside Probation Trust



Julia Nightingale
Deputy Governor, HMP Hull,
Yorkshire and Humberside

KEY ACHIEVEMENTS AND PROGRESS

- The effectiveness of MAPPA depends largely on close working relationships between the Responsible Authorities that is, the Police, Prison and Probation Services and Duty to Co-operate Agencies. The MAPPA Team have continued to be proactive in ensuring that there is a collaborative approach in managing both sexual and violent offenders.
- The appointment of an additional MAPPA Probation Officer has proved instrumental in developing further partnership working. Police Risk Management Teams work closely with the MAPPA Probation Officers. Joint working is becoming the norm for offenders who are managed at the highest level. This collaborative way of working between MAPPA Probation Officers and Police Risk Management Teams has set a precedent for good practice which is being followed by other Probation field staff.
- Local Housing Authorities and Housing Providers continue to work closely with MAPPA. Accommodation is essential in the resettlement of offenders and in the management of risk. Housing Authorities are being proactive in developing new initiatives to ensure offenders who are resident in Approved Premises are being considered for appropriate move on accommodation with Local Housing Authorities, Registered Social Housing Providers or the Private Sector. Making available valuable places for other offenders who are being released into the community who need intensive risk management.
- The MAPPA Team continues to work closely with Health Partnership Agencies, who are continually reviewing policies and procedures to ensure that MAPPA is a service priority and that resources are allocated appropriately. Single points of contact have been identified within the relevant Mental Health Trust Areas, resulting in an increase in referrals to MAPPA.
- The introduction of the Youth Offending Services Scaled Approach where resources are allocated on the basis of the young person's assessed likelihood of reoffending and risk of serious harm has led to an increase in referrals to MAPPA. In part this is due to an increase in an awareness of risk of serious harm and the close partnership work with the MAPPA Probation Officers. The MAPPA Probation Officers attend the Youth Offending Services risk meetings in Hull and the East Riding and offer training and support in relation to MAPPA offenders.
- MAPPA works collaboratively with MARACs which are well established in Humberside. The revised MARAC procedures document for Humberside outlines how MAPPA and MARAC should work alongside each other. The MARAC agendas are reviewed by the MAPPA Team to avoid any confusion or duplication of effort as this could reduce the effectiveness of risk management.

And in terms of the future...

- Humberside is rolling out the National MAPPA training in 2010-2011 to the Responsible Authorities and Duty to Co-operate Agencies.
- MAPPA will focus on developing its working relationship with Job Centre Plus to ensure that information on offenders with employment and training restrictions is shared appropriately.
- MAPPA will build on the good working relationships with other Duty to Co-operate Agencies to ensure a continued collaborative approach in managing both violent and sexual offenders.
- For the year 2010 to 2011 Humber Mental Health Trust are planning to second a part-time Mental Health Worker to the MAPPA Team to cover the areas of Hull and East Riding of Yorkshire. It is anticipated that this will assist with developing knowledge and practice within the Responsible Authority and all the Duty to Co-operate Agencies.

CONTRIBUTION FROM THE LAY ADVISERS

Humberside had initially appointed two Lay Advisers but due to an unexpected conflict of interest only one has remained in post. There is a Lay Adviser vacancy within Humberside; should you be interested in becoming involved as a Lay Adviser, please write to the Chair of the SMB at Humberside Probation Trust, 21 Flemingate, Beverley, East Yorkshire, HU17 0NP. The successful Lay Adviser has settled well into his role and is able to offer a unique perspective on local MAPPA progress. The following comments are from the Lay Adviser himself;

I have spent the last 13 years as a member of the Independent Monitoring Board (IMB) in the prison system working with all categories of prisoners from Security Cat A to D at various prisons throughout the county and nationally.

My role within the Strategic Management Board is described as that of 'critical friend'. I am an informed observer and poser of challenging or naïve questions that the professionals involved in the process might not necessarily think of asking.

Most people are unaware of the Multi-Agency Public Protection work that goes on in Humberside and the surrounding areas. This Annual Report allows me to highlight the outstanding collaborative work that takes place on a daily basis to manage the most dangerous and challenging offenders in our community, therefore significantly reducing the risk of serious harm to the public.

The risk cannot be completely eliminated but thanks to the hard work of all those involved in the MAPPA process at all levels this risk is significantly reduced. They carry out good preventative

work with offenders and are able to manage them upon release.

The MAPPA Team consider all the aspects of each case with input from each agency including Victim Support, Housing, Police, Probation, Health, Safeguarding Children, and the Prison Service, which helps the group to manage these offenders upon their release from prison.

I have sat in on various levels of MAPPA meetings and I have never met a more innovative group of dedicated people, who operate on a tight financial budget, but continuously operate to very high standards.

To further increase my understanding of the processes involved I am planning to liaise with all agencies to arrange visits with them in their respective areas, such as police visits, probation in and outside of prison, hostels, as well as probation pre-meetings, and Level 2 meetings in different areas.

I have been privileged to have had an insight into the complexity of managing high risk offenders in our community. It is no easy task and I am grateful as a member of the public for these peoples tireless commitment to safeguarding the public from certain offenders.

Finally I believe that the focus of all Responsible Authorities and Duty to Co-operate Agencies on Public Protection and MAPPA process has resulted in the Humberside being a safer place to live and work. I would commend the hard work of these agencies who quietly work behind the scenes to protect the public.

MAPPA FRAMEWORK

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 Humberside 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 Social Housing Providers, 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 the 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 MAPP meetings attended by various agencies.

Who are MAPPA-eligible offenders?

There are 3 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 the Police 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 3 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.

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

What is the role of the Strategic Management Board?

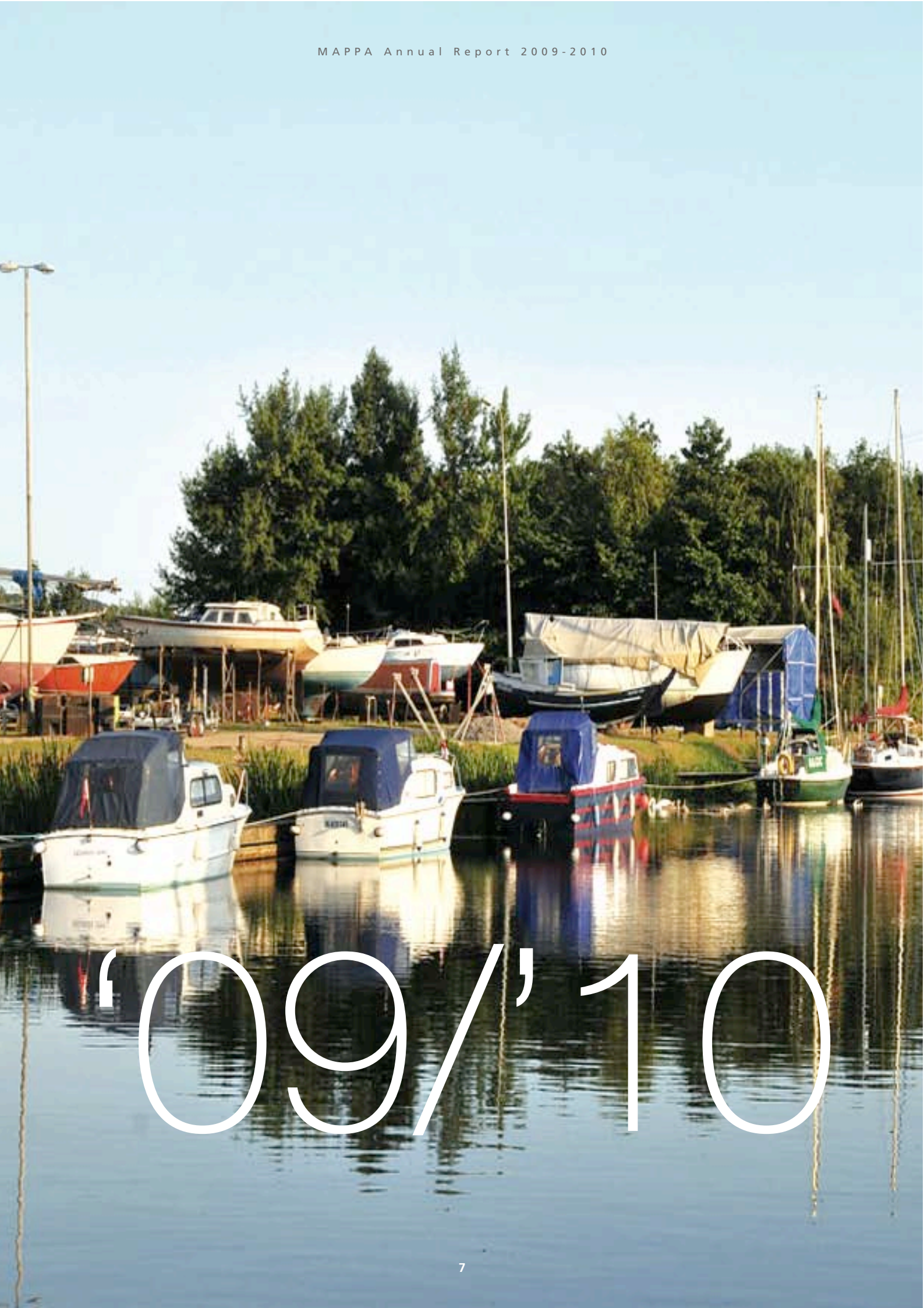
Senior Representatives of each of the agencies involved in MAPPA, form a Strategic Management Board (SMB) which meets at least quarterly to monitor the arrangements and direct any necessary improvements.

The role of Lay Advisers?

The Responsible Authority is required to appoint two Lay Advisers to sit on the SMB. The Lay Advisers 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 or have strong links.

ViSOR

ViSOR is an IT system for the management of people who pose a serious risk of harm to the public. Since implementation of ViSOR the three MAPPA Responsible Authority Agencies - Police, Prison and Probation - are able to work on the same IT system which enables the sharing of risk assessments and risk management information on individual violent and sex offenders.



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HOW MAPPA OPERATES LOCALLY

The SMB is composed of Senior Representatives from each of the agencies involved in MAPPA. The SMB will meet at least quarterly to monitor the arrangements and direct any necessary improvements.

The SMB will measure effectiveness against National MAPPA standards introduced in October 2007 in order to ensure a common standard of effective Public Protection Arrangements and that each of the agencies is playing a full part in MAPPA.

The SMB in Humberside 2009-2010 is as below.

The CJA Act 2003 charges the Police, Probation and Prison Service with responsibility for establishing the MAPPA and refers to them as 'The Responsible Authority'.

The brief of the SMB is to keep the arrangements i.e. (MAPPA) established by it under review with a view to monitoring this effectiveness and making any changes to them that appear necessary or expedient.

- *Agreeing the role and representations of the different agencies within the SMB*
- *Brokering the Protocols and memoranda of understanding which formalise such roles.*

Of the Core Features Common to all SMB's are:

- Monitoring and evaluating the operation of MAPPA (at least quarterly) of both Level 2 and Level 3 meetings
- Establish local connections supporting effective operational work with other Public Protection bodies, LSCBs, CDRPs, LCJBs and MARACs
- Preparation of the MAPPA Annual Report and promotion of its work
- Planning the longer term development of MAPPA in the light of regular annual reviews of the arrangements, legislative changes, national guidance and wider criminal justice changes

The MAPPA SMB have always recognised the need for effective administration in order to organise and minute Level 2 and Level 3 meetings, and the collection and dissemination of data required in meeting its KPIs and costings allied to the function. It also recognises the need to adhere to the MAPPA Guidance. The MAPPA Co-ordinator role is extensive but among which involves chairing all MAPPA Level 2 meetings countywide and the supervision of the MAPPA Team.



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CASE STUDY

Case Study - Mr X

Mr X was sentenced to a 10 year prison sentence when he was in his mid-teens for serious offences against children. The offences occurred in a different area of the country and prior to his transfer upon release he was not a Humberside case. Mr X was approaching the end of his sentence and remained in custody following two previous unsuccessful releases on licence. Mr X had only lasted a matter of weeks on previous release licences, due to serious concerns about his behaviour and associated risk of harm.

From the start of his sentence Mr X exhibited disruptive behaviour; he continually made threats to harm others and himself if he did not get his own way. There were a number of incidents of self harm. During his sentence Mr X failed to complete any offending programmes due to his disruptive behaviour. Mr X was assessed by psychologists and psychiatrists at various points during his sentence which resulted in a number of diagnoses, including four personality disorders. It was following his second recall to custody that Mr X embarked on one-to-one therapy with a psychologist, which resulted in positive assessments. Six months prior to his final parole application Mr X's case was referred to MAPP A by his then home Probation Officer. He was transferred to Humberside MAPP A as Mr X planned to reside in this area following release from custody, due to family links in this area. The two MAPP A Panels linked up via video link for regular meetings prior to his parole review. There was considerable liaison between Probation Trusts, Police Forces and the Prison Service to create a thorough risk management plan to ensure all protective measures were in place prior to his release.

Mr X was successful in his final parole application and was released with just five months remaining of his sentence. Mr X was supported in his re-release into the community as he successfully completed a one to one programme of work with a prison psychologist. Mr X was released to an Approved Premises with a number of restrictive and protective licence conditions. Due to the assessed risk of serious harm Mr X posed, his case was co-worked by an Offender Manager and the MAPP A Probation Officer. Throughout his licence Mr X's behaviour has continued to be challenging and has at times exhibited signs of aggression, however over time the number of outbursts decreased. After a month Mr X's behaviour calmed down slightly and he accepted that he needed the help from different agencies if he was to successfully resettle back into the community in the longer term. As he was only on licence for a further four months, the MAPP A Panel had to work quickly to create a support network for Mr X not only whilst on licence but also for when this came to an end. It was clear to all agencies that his ability to manage on his own in the community was limited and his risk of serious harm would significantly increase if he felt unable to cope. Through the regular MAPP A meetings a number of agencies are now actively involved including the Local Housing Authority, Humbercare for tenancy support and future mentoring, he has also been assigned a Specialist Nurse from Humber Mental Health Trust. Mr X has now almost completed his period of licence. The robust package of support which has helped him to reduce his anxieties and to resettle back so successfully into the community will remain in place. It is anticipated that he will remain a MAPP A case for a number of months and will continue to gain support from the MAPP A Probation Officer.

2009/10

CASE STUDY

Case Study – Mr A

Mr A was originally sentenced to a lengthy term of imprisonment for serious sexual offences against an adult female. He has previous convictions for sexually offending against female children and throughout his sentence he was assessed as someone who could re-offend quickly on release and was capable of causing serious harm to members of the public, children and women in particular. Mr A's capacity for responsible self management was further compromised by a serious but untreatable anti-social personality disorder and learning disability. Mr A had very limited experience of living independently when in the community.

Due to the complexity of issues presented by Mr A, both in terms of his own vulnerability and risk, his release needed to be carefully managed and co-ordinated across agencies and disciplines at the highest level of management (MAPPA Level 3). At this Panel Senior Managers from concerned agencies were able to ensure that the required resources were made available, and the key workers (Police, Prison and Probation staff including Hostel colleagues, Mental Health, Housing and amongst others, Specialist Support Providers) were able to co-ordinate their actions. He was registered with the Ministry of Justice as a Critical Public Protection Case, a status that helped fund a placement at a specialist Hostel for male offenders who have a severe mental disorder. However Mr A did not comply with the terms of residence and after a short period he was recalled to prison.

In the build up to being re-released Mr A remained subject to MAPPA Level 3 reviews. Although due to having completed his sentence in custody he was no longer subject to probation supervision, upon release Probation Trust Managers made the decision for him to reside on a voluntary basis within Probation Approved (Hostel) accommodation, a resource that enabled his behaviour and movements to be more closely monitored. Stable accommodation provided the cornerstone of a comprehensive care and control package that helped to sustain Mr A in the community. After a period of some 3 months move-on, Local Authority accommodation was identified in a location that minimised his opportunity to come into contact with children.

Monthly reviews at MAPPA Level 3 enabled key agencies to maintain a resource intensive, coordinated and questioning approach to Mr A's risk management. He responded positively to a motivational approach and co-operated with a range of agencies; he met twice weekly with Community Mental Health staff, two Probation Officers seconded to MAPPA, Housing Support Workers and Risk Management Officers from the Police. Agencies shared information on a daily basis and took a pro-active role in responding directly to any concerns as they arose.

Aided by the Multi-Agency 'scaffolding' that surrounded him, for the first time in his life, Mr A maintained his own tenancy. He also adhered to prescribed medication, refrained from misusing street drugs and offending. However, after 10 months in the community Mr A was arrested for an historic sexual offence to which he subsequently pleaded guilty. He is awaiting sentence and MAPPA Level 3 reviews continue to monitor developments. One of the many challenges faced by MAPPA is that of being able to sustain the effective risk management of offenders over a long period of time.

MAPPA STATISTICAL INFORMATION 2009/10

Number of MAPPA eligible offenders at 31 March 2010

	Level 1	Level 2	Level 3	TOTAL
Category 1:				
Registered Sexual Offenders	731	6	9	746
Category 2:				
Violent offenders	246	4	3	253
Category 3:				
Other Dangerous Offenders	-	11	3	14

Enforcement for offenders managed via MAPP meetings

Returned to custody for breach of licence:

• Level 2	10
• Level 3	7
• Total	17

Sent to custody for breach of Sexual Offences Prevention Order (SOPO):

• Level 2	2
• Level 3	1
• Total	3

Further data on Registered Sexual Offenders

Registered Sexual Offenders in:

• A Division - North East Lincolnshire	130
• B Division - North Lincolnshire	145
• C Division - East Riding of Yorkshire	149
• D Division - Hull	322

Total number of registered sexual offenders in Humberside per 100,000 head of population

• Humberside	91.17
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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

• Humberside	41
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Sexual Offences Prevention Orders (SOPOs):

- Applied for 5
- Interim Order issued 1
- Full Order issued 58

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

Explanation/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 (x% this year) 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 to the UK.

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.

Agency Contact Points

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Humberside Probation Trust

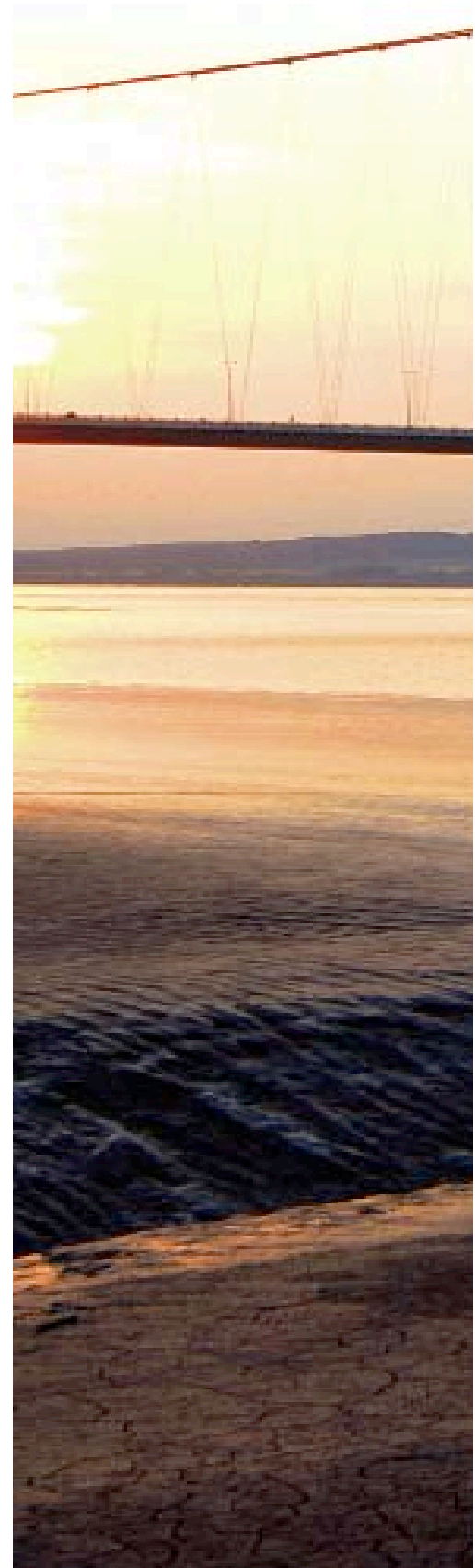
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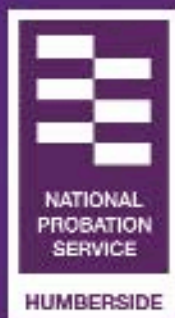


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Humberside Area 2009 – 2010



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Les Stubbs

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