



# **MULTI-AGENCY PUBLIC PROTECTION ARRANGEMENTS (MAPPA)**

## **CHESHIRE**

### **ANNUAL REPORT**

#### **2009 - 2010**

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The Cheshire area in respect of MAPPA incorporates:

- Cheshire West and Chester
- Cheshire East
- Halton
- Warrington

# 1. INTRODUCTION

This report is intended to provide an insight into the Multi-Agency Public Protection Arrangements (MAPPA) across Cheshire. These arrangements are statutory and have now been in place for nine years. During this time the Police, Probation and Prison Service have worked closely together with other key partners in Health and Local Authority based services to identify, assess and manage violent and sexual offenders. This is difficult and complex work and we would wish to thank all those involved in MAPPA for the excellent work they do on our behalf.

Making our communities safer through effective Public Protection Arrangements remains our highest priority. This is why the work undertaken through MAPPA is critically important. It is never possible to eliminate risk entirely, however, what can be expected is that all reasonable steps are taken to reduce the risk of serious harm to the public from known offenders.

The publication of the annual report offers an opportunity for MAPPA to be accountable to the local community for the management of sexual and violent offenders whilst also informing the community what actions are being taken to improve the effectiveness of MAPPA. Consequently this report contains not only statistical information about the numbers of offenders managed within MAPPA, but also provides some illustration of how the arrangements work in practice.

The protection of the public and management of violent and sexual offenders is a difficult and challenging task which is why deploying the joint expertise and resources of agencies working together through MAPPA is so important. We hope you find this Annual Report helpful in understanding how agencies across Cheshire are working together to protect the public.



**David Whatton - Chief Constable,  
Cheshire Constabulary**



**Steve Collett - Chief Executive,  
Cheshire Probation**



**Alan Scott - Area Manager,  
North West Prison Service**

## 2. THE MAPPA FRAMEWORK

**Violent and sexual offenders live in all communities and are of no single age, gender, ethnicity or background.**

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 across the Cheshire area into what is known as the MAPPA Responsible Authorities.

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 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 DO THE 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 Multi-Agency Public Protection (MAPP) meetings attended by various agencies.

### WHO ARE THE MAPPA OFFENDERS?

There are 3 categories of offender eligible for MAPPA:

#### **Registered sexual offenders (RSOs)**

(Category 1) - sexual offenders 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** (Category 2) - 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; and,

**Other Dangerous Offenders** (Category 3) - 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 of management which are based upon the level of multi-agency cooperation 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. However this does not rule out information sharing between agencies, via ViSOR (the electronic sexual and violent offender database) 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.

### 3. HOW MAPPA OPERATES LOCALLY

The Police, Prison and Probation Services are the Responsible Authorities (RAs) and ensure that MAPPA is effectively implemented and managed.

The RAs have the duty to ensure that the performance of MAPPA in Cheshire is fit for purpose through the monitoring of performance and investigating those cases where a MAPPA offender commits a specified serious further offence. The RAs undertake this duty through the MAPPA Strategic Management Board (SMB) as well as through ensuring that practice within their own respective agency meets the needs of the MAPPA.

For MAPPA to be effective the support and assistance of many other agencies across the Cheshire area is required. Together senior managers from these agencies make up the Strategic Management Board (SMB) for MAPPA.

#### CHESHIRE POLICE

Cheshire Constabulary have created specialist Public Protection Units, located within each of its three Basic Command Units (BCUs) led by a Detective Chief Inspector. These units ensure that resources are focused on those offenders who are identified as posing a risk of serious harm to the public, by reducing that risk through a multi-agency response. Within these Public Protection Units are specialist officers who have responsibility for the management of registered sex offenders. The Detective Inspector from each BCU co-chairs the Level 2 meeting with their Probation Senior Probation Officer counterpart. Also in attendance from the Police is the Sex Offender Liaison Officer responsible for the day to day management of the case.

This process is supported by a Strategic Public Protection Unit (SPPU) based at Police Headquarters.

#### CHESHIRE PROBATION

Cheshire Probation is the agency responsible for the management of offenders in the community and has benefited greatly from the multi-agency approach now at the centre of the criminal justice

system.

Cheshire Probation ensures that all offenders subject to supervision are managed according to the National Offender Management Service (NOMS) National Standards using the appropriate risk assessment and management tools, accredited programmes and residence at Approved Premises (hostels).

Cheshire Probation staff participate in all Level 2 and 3 MAPP meetings through the attendance of the Offender Manager responsible for the case, and other Probation colleagues who are actively engaged in the case and who can assist in risk assessment and risk management. This will include staff from Approved Premises and Victim Liaison Officers. Senior Probation Officers along with Police colleagues co-chair the Level 2 meetings. The Level 3 meetings are chaired by either an Assistant Chief Executive from Probation or a Detective Chief Inspector or Superintendent from the Police.

#### THE PRISON SERVICE

Prisons work closely with Police and Probation colleagues and the Prison Service is a key agency within MAPPA, ensuring arrangements are in place to assess and manage the risks posed by offenders subject to MAPPA in prisons.

The management of high-risk offenders in custody, the gathering and sharing of relevant information with partner agencies, and participation in MAPPA is of great importance to the MAPPA process. Prisons are responsible for ensuring all relevant agencies are aware of discharge arrangements, especially any unexpected changes in release dates.

Significant progress has been made in 2009/10 in the way prisons contribute to the efforts to protect the public, including better information sharing between agencies and the commencement of an innovative pilot aiming to further improve information flow about the most high risk offenders.

## DUTY TO CO-OPERATE AGENCIES

In order to ensure that the Responsible Authorities have the ability to effectively manage offenders subject to MAPPA, Section 325(3) of the Criminal Justice Act (2003) imposes a “Duty to Co-operate” with the MAPPA Responsible Authorities (RAs) on various organisations providing public services.

**The principal responsibility for protecting the public from sexual and violent offenders generally rests with the criminal justice agencies. However, the effectiveness of public protection often depends on more than just a criminal justice response.**

Other agencies play an important role in helping offenders to resettle and avoid re-offending. For example, research has shown that offenders with jobs have one-third to one-half lower rates of re-offending than offenders without employment. Re-offending by offenders who have stable accommodation on release from custody is lower than for those who do not. The important contribution other agencies can make is also highlighted in cases where offenders have mental health problems or where they pose a risk of harm to children.

The Duty to Co-operate agencies working with the Cheshire MAPPA include:

- Community Mental Health Teams in Halton, Cheshire and Wirral and Warrington, and
- housing associations across the area including Congleton, Ellesmere Port and Neston, Halton, Warrington, Macclesfield, Cheshire Peaks and Plains, Dane Housing, Wyvern

Housing and Cheshire area Social Services.

Other Duty to Co-operate agencies include:

- Cheshire area Safeguarding Boards
- Job Centre Plus, and
- the Cheshire area Youth Offending Teams.

Following on from the successful pilot scheme in the East of the county to address the management of Potentially Dangerous Persons, this is now due to be rolled out across the county during 2010. As with MAPPA, this pilot scheme is founded in partnership working in identifying, assessing and managing the risk presented by such persons. It has highlighted that many of those staff involved in MAPPA are those who have become involved in the Potentially Dangerous Persons procedures. Although still at an early stage it is viewed that the pilot is proving a success in managing this group of people and is likely to be extended area-wide.

Cheshire area also has a Multi-Agency Risk Assessment Conference (MARAC) procedure whose purpose is to address the needs of victims of Domestic Abuse. These procedures support and compliment the MAPPA process and representatives from agencies are involved in both of these procedures. The links between the MAPPA and MARAC are clear and the subject of an agreed protocol.

## 4. THE MAPPA STRATEGIC MANAGEMENT BOARD

The Strategic Management Board (SMB) is the means by which the Responsible Authorities (RAs) fulfil their duties under Section 67(3) of the Criminal Justice and Court Services Act (2000), which requires the Responsible Authorities to:

**“Keep the arrangements (i.e. MAPPA) established by them being under review with a view to monitoring their effectiveness and making any changes to them that appear necessary or expedient.”**

The SMB has responsibility for shaping MAPPA activity across the area. This involves agreeing the role and representation of the different

agencies within the SMB and brokering the protocols and memoranda of understanding which formalise these.

Within the Cheshire area, senior representatives of each of the agencies involved in MAPPA form the Strategic Management Board (SMB), which meets at least quarterly to monitor the arrangements and direct any necessary improvements. With this in mind 3 further sub-groups have been created to look at specific areas of MAPPA, namely Training, Monitoring and Evaluation, Communications and Strategic Partnerships.

### KEY ACHIEVEMENTS DURING 2009/10

**Objective 1 - Achieved** - To identify and communicate changes to the MAPPA Guidance to all agencies which are relevant and proportionate to their role and function.

**Objective 2 - Achieved** - To ensure consistent implementation of the new MAPPA Guidance across all of the Responsible Authorities and Duty To Co-Operate agencies.

**Objective 3 - Achieved** - To improve the use of ViSOR by all 3 Responsible Authorities.

**Objective 4 - Achieved** - To develop a local media strategy responding to media interest to facilitate a consistent cross agency response as appropriate, in line with the National Media Strategy.

**Objective 5 - Achieved** - To use the national audit tool to analyse and assess a number of criteria in relation to Level 2 and 3 meetings in order to identify areas for improvement and disseminate this to MAPPA Panels across the area of Cheshire, Halton and Warrington.

**Objective 6 - Achieved** - To review National Serious Case reviews and to ensure that any lessons that are learnt from these cases are disseminated to MAPPA agencies and incorporated into Cheshire, Halton and Warrington MAPPA practice.

### BUSINESS PLAN OBJECTIVES 2010/11

#### Objective 1

Ensure that a protocol between MAPPA and the Mental Health Teams is developed in line with National Guidance.

#### Objective 2

To develop and implement a local MAPPA website.

#### Objective 3

To evaluate the embedding of improvements noted from the findings of Serious Further Offence Reviews in all MAPPA levels.

#### Objective 4

To devise a checklist for the referral of cases to the Level 2 and 3 process and to evaluate the consistency and effectiveness of the criteria.

#### Objective 5

To recruit and train new Lay Advisors.

## 5. THE ROLE OF THE LAY ADVISER

### Context

The Lay Adviser represents a community interest in public protection. This does not mean that the Lay Advisers represent the public in the way, for example, that local councillors do; Lay Advisers cannot 'report' to the local community independently or canvass views in the way that elected representatives do. They are informed observers and ask questions which the professionals closely involved in the work would not necessarily think of asking. Their value lies in what they bring to the Responsible Authority, which is essentially a different perspective from that of the professional interests in the MAPPA.

This different perspective brings a freshness of view and an independent opinion. This is not to suggest that the professionals engaged in the MAPPA are anything other than diligent and high quality but that they cannot bring to bear the ordinary person's point of view as well as exercising their professional judgement. This is why the Lay Advisers are described as being 'lay'.

### Personal experience - Christine Jennings

As Lay Adviser to the Strategic Management Board (SMB), I am in a position to observe and comment on all the discussions and decisions made in relation to MAPPA.

Not only do I attend SMB meetings but I also attend two of the SMB sub-group meetings. I am on the Monitoring and Evaluation sub-group, which monitors the quality and running of the MAPPA meetings as well as the minutes of those meetings,

and I am on the Communications sub-group where part of the remit is to prepare and distribute this annual report.

Being one of the first group of Lay Advisers to be appointed, I have been a member of the SMB for over five years and during that time I have attended many meetings, conferences and training events. I have seen the understanding and tolerance of all the agencies towards one another grow. Historically, prior to MAPPA/SMB, each agency would deal with their own particular aspect and responsibility towards an offender or in the support of a victim, and there would be no overall knowledge of what work any other agency may be undertaking. Now there is a big emphasis on the sharing of information in order to safely manage offenders in the community.

This is achieved through the MAPP meetings where the management of individual offenders is discussed and through the SMB meetings where the senior managers of the all the agencies involved can get together to discuss and iron out problems with the overall running of the MAPPA meetings.

During my observations as a Lay Adviser, I have seen the commitment that those involved have in wanting MAPPA to be effective and therefore to ensure that we have as safe a community as possible. I am encouraged to voice my opinion on any issue that I think needs discussing but am so often impressed with the lateral thinking of the professionals that is rare that I need to remind them of the lay person's perspective. Lessons will always need be learned, both locally and nationally, and it is important to accept this fact and act on it as necessary.

## 6. CASE STUDIES

Jenny is a 28 year old violent offender with Mental Health issues who received a substantial custodial sentence for an assault.

There were a number of issues which Jenny faced because of her imprisonment and her mental health issues which included severe self-harming and assaults on others, including staff at the prison.

Jenny was assessed as posing a high risk of harm to known adults and staff. She was discussed at a Level 3 MAPPA meeting 6 months prior to her release. This panel consisted of Senior Police and Probation representatives, prison staff, two Clinical Psychiatrists and representatives from the Local Authority Children's Services team, local Housing providers and the Probation Approved Premises team.

Upon release Jenny could not return to her own area because of

the risk of violence against her partner and the potential risk of violence towards her children. She required mental health support and input upon release. As Jenny's release date drew closer, her behaviour deteriorated further, including further incidents of self-harm and assaults on staff, to the point where a section under the Mental Health Act needed to be considered.

Jenny's mental health requirements necessitated specialist mental health support and intervention. She was assessed under the Mental Health Act by two psychiatrists who ultimately agreed that she needed to be detained in a medium secure mental health facility. A plan was then formulated to move her to a specialist facility prior to release.

However, this proved increasingly difficult to arrange as further assessments of her mental health

were required. Furthermore, the placement teams needed to assess her to ensure that they could respond to her needs and address the issues she presented with. These placement assessments eventually occurred the day prior to Jenny's release which in themselves increased her anxiety levels.

On the day of her release, Jenny was further assessed by the Mental Health team and detained under the Mental Health Act. She was transported by the Mental Health team with Police assistance to a specialist facility where her needs are being addressed and her potential victims protected. Her care and risk management plan includes measures to restrict her, including accommodation in a secure unit addressing her mental health issues and rehabilitative measures, including work on her impulsive behaviour and coping strategies.

Dave is a 30 year old sexual offender with mental health issues. Prior to release from prison he was assessed as posing a very high risk of re-offending and causing serious harm to any potential victim.

Prior to his release, Dave was discussed at a Level 3 MAPPA meeting, the highest level possible. This panel consisted of Senior Police and Probation Service representatives, Clinical Psychologists, a manager from the Probation Approved Premises, representatives from local housing providers and representatives from the prison alongside his Offender Manager. Because of the risk and the complex needs posed by Dave, he was registered with the Ministry of Justice Critical Public Protection casework team, who also attended this meeting.

At the meeting a robust Risk Management Plan was formulated which looked at both restrictive and rehabilitative measures. The restrictive measures included:

- Dave residing at Approved Premises under a strict curfew. Whenever he was allowed outside the Approved Premises he was escorted wherever he went and often under police surveillance.

The rehabilitative measures consisted of:

- Dave taking medication for his Mental Health issues, overseen by the local Mental Health team and monitored by the Clinical Psychiatrist.
- Dave to undertake work regarding his sexual offending on a one-to-one basis with his Offender Manager and to work with staff at the Approved Premise to integrate him back into society.

This plan was put into operation upon release and worked very effectively. Dave undertook the work he needed to start to reduce the risk he posed and he did not breach his curfew or behave in any manner which gave the MAPPA reason to recall him back to

custody.

Following a number of subsequent Level 3 reviews over a period of several months, in which Dave's progression was discussed, the Risk Management Plan was amended in light of Dave's continued progress and to ensure that he continued to reduce the risk he posed. He has now moved on from the Approved Premises to his own supported accommodation supplied by the local housing provider. He is visited regularly by the police and remains under the supervision of both the Probation Service and the Mental Health team to ensure the risk he poses reduces further.

The Mental Health team will continue to work with Dave whilst he has Mental Health needs and the Police and the Probation Service will continue to work closely with Dave to further reduce the risk of reoffending he poses whilst he is subject to licence. Furthermore, the Police will monitor and visit him for life under the Sexual Offender Registration legislation.

## 7. STATISTICAL INFORMATION

In total there were 896 offenders managed under MAPPA living in Cheshire on 31<sup>st</sup> March 2010. There were 229 offenders managed at Level 2 or 3 during the period 1<sup>st</sup> April 2009 and 31<sup>st</sup> March 2010.

These figures show an increase of 78 offenders on the same time 2009. This figure includes 663 Registered Sexual Offenders, an increase of 24 on 2009 figures, 229 Violent and Other Offenders, a increase of 53 and 4 Other Offenders (as defined by section 325 (2) (b) of the Criminal Justice Act (2003)).

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 are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

### Number of MAPPA eligible offenders at 31 March 2010

	Level 1	Level 2	Level 3	Total
<b>Category 1:</b> Registered Sexual Offenders	646	15	2	<b>663</b>
<b>Category 2:</b> Violent Offenders	218	11	-	<b>229</b>
<b>Category 3:</b> Other Dangerous Offenders	-	3	1	<b>4</b>

### Enforcement for offenders managed via MAPP meetings

	Level 2	Level 3	Total
Returned to custody for breach of licence	17	3	<b>20</b>
Sent to custody for breach of Sexual Offences Prevention Order (SOPO)	1	-	<b>1</b>

### 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.

**Further data on Registered Sexual Offenders**

	<b>Cheshire East BCU</b>	<b>Cheshire West BCU</b>	<b>Northern BCU</b>
Registered Sexual Offenders	204	225	234

Total number of registered sexual offenders in Cheshire area 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.	74.36
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Registered Sexual Offenders cautioned or convicted for breach of notification requirements.	5
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	Applied for	Interim Order issued	Full Order issued
Sexual Offences Prevention Orders (SOPOs)	10	3	7
Notification Orders	-	-	-
Foreign Travel Orders	-	-	-

**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 the 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 travelling abroad where it is necessary to do so to protect children from the risk of sexual harm.

## 8. CONTACT POINTS

For further information, you can contact:

**MAPPA Co-ordinator**

**Telephone: 01244 394500**

**Cheshire Police Headquarters, Strategic Public Protection Unit  
(Detective Chief Inspector)**

**Telephone: 0845 4580000**

**Cheshire Probation Headquarters  
(Assistant Chief Executive – Risk)**

**Telephone: 01244 394500**

**HM Prison Service  
(Risk Management Co-ordinator)**

**Telephone: 01257 248600**



*Protection through Partnership*