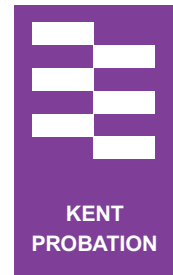




**Kent  
Police**



*Changing Lives  
Reducing Crime*

# **Kent MAPPA**

## **Annual Report 2009/10**

# Introduction

We are pleased to present the Kent MAPPA Annual Report 2009/10. We have taken a significant step forward this year and spent five days examining all the processes involved in MAPPA. We have adopted a "Lean" approach - going back to basics and making sure that the way we work is the most effective and efficient way for us to secure better public protection with these offenders. In February 2010 a five day multi agency LEAN Value Stream Analysis was hosted in Maidstone. Representatives from all the Responsible Authority and Duty to Cooperate agencies attended The Kent MAPPA lean process. This identified and has already begun to deliver measurable change within MAPPA to provide clear direction and save time. This, coupled with closer cooperation through ViSOR (The Violent & Sex Offender Register) between all Responsible Authorities, has led to Kent being able to work together effectively manage risk, to save lives and protect the vulnerable.

In Kent we recognise that our efforts to develop and improve our MAPPA procedures and processes is a continuing journey; we need to change the way we work with offenders and partners as they change; we need to actively incorporate any lessons which can be learnt when an offender subject to MAPPA commits a further offence.

Kent, like the rest of the country will, in the future, have to operate with a reduction in budgets. However our strong collaborative approach, our commitment to continuous improvement and the dedication of our staff will ensure that we continue to protect the public in the most effective way possible.



Alan Dowie  
Director of Operations  
Kent Probation



Andy Hudson  
Governor HMP Maidstone  
Prison Representative for  
the South East DOM



Maria Shepherd  
Head of Public Protection  
Kent Police

# Contents

## The MAPPA framework

Introduction	2
Key achievements	4
What is MAPPA?	5
How does MAPPA work?	5
Who are MAPPA offenders?	6
How are they managed?	6

## MAPPA work in Kent

The role of the Strategic Management Board	7
Lean	8
Local initiatives	9
MAPPA and mental health	10
Victim liaison and MAPPA	11
Inter agency working	12
Expansion of VISOR	14
Administration of MAPPA	15

## Appendix

MAPPA Statistical Data	16
Contacts List	18

## Key Achievements

- The MAPPA process has been reviewed by a 'Lean' value stream analysis and followed up by a Rapid Improvement Event.
- Expansion of Visor into Probation Offender Management Units
- Developed a strategy to ensure that the risk presented by any offenders convicted under the Terrorism Act is managed effectively.
- Demonstrated performance against agreed Multi-Agency Public Performance Key Performance Indicators.
- Evaluated and monitor the quality of work undertaken during the MAPPA process.
- Reviewed the ongoing effectiveness of the limits between MAPPA and Multi-Agency Risk Assessment Conference.
- Developed a rigorous training strategy for all MAPPA Agencies.

## Key Objectives for 2009/10

- Introduce an effective monitoring process for MAPPA Serious Case Review reports and develop a process to share information and learn the lessons
- Police, prisons and probation to work together to develop their use of ViSOR through the Lean Rapid Improvement events and Offender Management ViSOR pilot.
- Develop the communication between MAPPA and Police by agreeing information sharing protocols and the flow of intelligence in relation to Terrorism act offenders
- To participate and advise on the development of Multi-Agency Risk Assessment Conferences across Kent and Medway

# The 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 Kent 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 landlords, Job Centre 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 require active multi-agency management and their risk management plans will be formulated and monitored via MAPPA meetings attended by various agencies.

## Who are the MAPPA offenders?

There are 3 categories of offender eligible for MAPPA:

- **Registered sexual offenders (Category 1)** - sexual offenders who are required to notify the police of their name, address and other personal details and notify any changes subsequently.
- **Violent offenders (Category 2)** - 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.
- **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 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 ordinary agency management through MAPPA. This means other agencies may work together but it is not considered necessary to refer to level 2 or 3. 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 multi-agency public protection (MAPPA) 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.

## 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 SMB will measure effectiveness against the new 2009 MAPPA Guidance standards, which has recently been introduced. This will ensure a common standard of effective public protection arrangements and that each of the agencies is playing a full part in MAPPA

Kent's MAPPA SMB membership has continued to strengthen and develop throughout this year, resulting in effective engagement from each of the responsible authorities and agencies with a duty to co-operate in Kent.

The agencies represented at the Kent SMB are

The three Responsible Authorities:

- Kent Probation
- Kent Police
- HMP Prison Service-Kent

Duty to Cooperate Agencies:

- Kent County Council (Adult and Children's Services)
- Medway Council (Adult and Children's Services)
- Kent and Medway NHS and Social Care Partnership Trust
- Kent Forensic Psychiatry Service
- Kent Youth Offending Service
- Medway Youth Offending Service
- Medway Cyrenians
- JobcentrePlus
- Local Housing Authorities
- Kent and Medway Commissioner for Adult Mental Health and Substance Misuse
- Electronic monitoring providers-G4

# Lay Advisors

## What do the Lay Advisors do?

- The responsible authority is required to appoint 2 lay advisers to sit on the Strategic Management Board. 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.

## Lay Advisors

Lay Advisors are full members of the Strategic Management Board (SMB) assisting in the MAPPA review functions. They are not expected to be experts but informed observers and posers of questions. They act as a 'critical friend' who can provide a challenge to the professionals and bring an understanding and perspective of the local area. The Lay Adviser role is voluntary and unpaid.

We continue to attend the quarterly SMB meetings, and in addition:

- Attend Level 3 multi-agency public protection agency meetings
- Participate in Serious Case Reviews
- Attended the Lay Advisors Annual meeting in Birmingham in March
- Liaise with Lay Advisors across the country

## Statement

This year has seen some significant changes in the way Kent are trying to develop MAPPA. There is now a multi-agency response to improving multi-agency public protection which is to be commended.

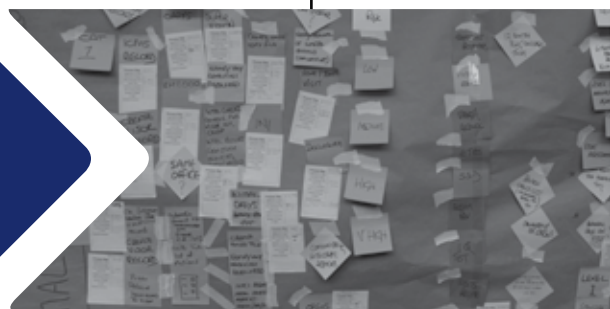
I have attended Level 3 MAPPAs where practicable and continue to offer my support and independent advice to serious case review panels

There are now vacancies for the two posts held by myself and Janet White which I am sure would prove to be a rewarding experience for anyone interested. I would like to take this opportunity to thank all the agencies involved with Kent MAPPA and wish them well for the future.

**Jacque Corbyn**



# MAPPA work in Kent



## Lean

Over forty delegates representing five different agencies gathered together over one week in February. This 'Lean' event was tasked to look at all our processes regarding MAPPA in Kent and to see how we could plan to improve them.

This MAPPA review process took each delegate through a range of exercises. It became evident that there was a strong commitment to improve the protection of our communities and the processes that enable successful outcomes. In short agencies wanted to cut 'the waste' out of the MAPPA process.

From the outset each agency was brought together and referred to as 'The Team' by the workshop facilitator. The common aims and objectives were set and work groups were formed.

Work groups were split and the first task was to prepare a detailed visual account of each stage of the MAPPA process, starting from the point of arrest and conviction.

It was immediately evident that there was a huge range of individual knowledge and experience in the process and the true complexity of the system was clear to see.

Each agency counted the number of people they would have involved in the process, the amount of documents they would create, the number of working minutes and hours they would spend and measured how successful each activity actually was – with some interesting results.

The next task was to focus on what work was not needed or added no value to the end result. These were then cut from the overall process.

A variety of exercises, presentations and videos followed, along with group discussions. The expectation was that each exercise activity would inform the final outcome.

Success will hinge upon the continued cooperation of each agency and commitment to the action plan. Future events and roll out plans have reinforced that commitment and we look forward to a stronger and more productive MAPPA in Kent over the coming year.

## Local initiative

### Maidstone Partnership Event

Maidstone Probation hosted a hugely successful local partnership event on the 29th March.

The event included presentations on MAPPA, Victim Liaison, Probation supervision, ViSOR, Accredited Programmes, MARAC, CDAP and Police Sex Offender work through local Public Protection Unit.

Senior Probation Officer Kelly Thomson and DI Sarah Gupwell decided to host an open morning to re-establish links, cement relationships and discuss referral processes for high risk offenders managed under Multi-Agency Public Protection Arrangements.

Kelly said: "Feedback from our partners has been very positive with many of them taking away new information and learning. Several have commented on how useful it was to have an opportunity to meet with us and put faces to names.

"There were so many people involved who made this event a success. Special thanks goes to all those behind the scenes working really hard to make things appear seamless (despite all the building work, lack of space etc). Thank you also to all those who gave presentations."

David Gardner the Senior Probation Officer for MAPPA who delivered one of the presentations said: "The feedback I personally got from those present was excellent. I feel it has really helped Maidstone to forge better links and understanding with a wide range of services and agencies which will stand Maidstone in good stead in the future.

Kelly, Sarah, Jan, Sharon Tracy Smith and the receptionist team at Maidstone deserve a huge amount of praise for their professionalism, organisation and forward thinking in putting on such an event. It really shows that Kent Probation is actively delivering on their promises to Look Outwards and Collaborate Fearlessly as set out in our 3 year strategy.."

The Maidstone team are looking at the possibility of hosting another even bigger event for more of Kent Probation's partners in the future because of the positive feedback received.

## MAPPA and Mental Health

The Kent and Medway NHS & Social Care Partnership Trust provide forensic psychiatry services for Kent through the Kent Forensic Psychiatry Service (KFPS).

This service provides medium secure inpatient treatment and low secure forensic learning disability services. The service also provides psychiatric court assessments for mentally disordered offenders as well as risk assessments for secondary mental health services in Kent.

It operates a court liaison diversion scheme and a community forensic mental health team for a limited number of patients who have been discharged from forensic inpatient services.

KFPS have committed to attending Level 3 MAPPA meetings.

Dr Jonathon Pyott is a sitting Level 3 panel member. He says;

“As a Consultant Forensic Psychiatrist with KFPS, I primarily work with male offenders placed on the acute admissions ward and step-down sub-acute unit. Other duties include providing court ordered psychiatric reports and psychiatric risk assessments for community mental health service users in Kent.

In practise, I attend all Level 3 MAPPA meetings scheduled on Wednesday mornings on a weekly basis. Where possible, cases requiring mental health input are scheduled for Wednesday mornings.

Where it is not possible to schedule such a case in the morning, I make attempts to time-shift my commitments so that I am able to attend at other times. I am also available for consultation at other times.

The main functions of my role as a sitting member of the Kent Level 3 are as follows:

- Advice to other agencies on mental health aspects of cases.
- Advice on medico-legal aspects of cases.
- Contributing to risk assessments and overall risk management advice.
- Interface between criminal justice and mental health services, including sign-posting and liaison with secondary mental health services.
- Consideration for diverting mentally disordered offenders from the criminal justice to mental health services where appropriate.

In addition to attending MAPPA meetings, my role has involved co-ordinating and undertaking psychiatric assessments, attending care programme approach meetings for hospital inpatients and preparing psychiatric court reports.”

## Victim liaison

In 2001 a statutory duty was placed on Probation Services to contact victims where the offender had received a sentence of 12 months or more for a violent or sexual offence.

The role of the Victim Liaison Service was to notify victims when an offender is due for release on licence; to seek their views on the conditions of that licence such as non-contact or exclusion zones; provide them with

general information about the custodial process; and to feedback their views and concerns to the Offender Manager, Parole Board, Governor or MAPPA. Victim Liaison Officers make valuable contributions to the MAPPA process by informing the panel of the 'missing pieces of the jigsaw' and highlighting risk issues of which the Offender Manager and MAPPA may not be aware.

### Case Study - Inter Agency Management and Victim Protection

MC, a prisoner serving a life sentence for murder was applying for release through the Parole process. There was considerable concern about his release in the area in which his offences took place and where he used to reside. Although the index offences were a long time ago there was still significant media interest in the case and strong liaison was needed between authorities in Kent and another county.

The liaison of the Police in the aforementioned county and a psychiatrist and Victim Liaison Officer were crucial in first identifying a potential vulnerable female victim and then working together to produce a comprehensive risk management plan that protected this female.

Due to the nature of the potential victim's illness an assessment from her psychiatrist was secured which was redacted and sent to the Parole Board as non-disclosable material. MC's Probation officer placed this

identified victim within her Risk Management Plan and the Level 3 MAPPA provided support and oversight of the case and maintained liaison with all the parties in this case.

The Victim Liaison Officer continues to work with both Police and Probation in two counties, monitoring this identified victim plus other victims, including the family of the deceased.

The work done by all agencies in this case prevented a very vulnerable person from committing serious harm against herself and allowed information to be passed to the Parole Board which enabled us to inform them of the exact risks posed by MC without endangering identified victims.

This case study highlights that the MAPPA model works and that the multi-agency approach to managing sexual and violent offenders does protect the public.

## Expansion of ViSOR

In May 2010 Kent Probation Trust was informed by the National Offender Management Service (NOMS) that it had been successful in its bid to undertake a national ViSOR Offender Manager pilot.

The rationale behind undertaking this pilot was to look to improve offender supervision, improve offender risk assessment and management. This would in turn provide greater accountability for risk management decisions and more timely enforcement action.

By opening up ViSOR to front line staff in Offender Managers, it is hoped the pilot will show increased information sharing between the three responsible authorities and ensure that the right staff are accessing the right information regularly. Previously within the Probation Service ViSOR access was restricted to Senior Probation Officers and some higher management functions. This led to difficulties in front line staff accessing information quickly, effectively and regularly.

In Kent two Probation Officers from every Unit and every Probation officer at our Maidstone Office to act as a control group have been trained to access and use ViSOR to aid their day to day work with Violent and Sexual offenders. Their usage will be monitored and audited and daily and monthly logs will be completed and then sent back to the MAPPA Coordinator for

collation before going to NOMS as part of their validation exercise.

Consistent ViSOR usage within Kent Probation Trust should lead to important information being more routinely shared between the responsible authorities, the right people using the right risk assessment tools and disseminating those results quickly and effectively. It is also hoped that supervision will improve if plans to manage risks are appropriately focussed and shared with confidence. It has already been noted by Kent Police that our ViSOR usage has led to greater understanding, cohesion and improved robust risk management strategies for our MAPPA nominals.

This is an important piece of work for Kent Probation Trust to be involved in and as Multi Agency Public Protection moves forward; ViSOR will play an integral part of our work. This pilot will allow us to be part of that work at an early stage and share our experiences to help develop this database going forward and make it as relevant as possible to Probation practice.

# MAPPA Administration

## Role of Administration

We are the MAPPA support team based at the Public Protection Unit, Kent Police Headquarters and comprise of both Police and Probation staff. Our role is to co-ordinate the Multi Agency Public Protection Panels at Level 3. As the first point of contact for MAPPA in Kent, we play an important role in ensuring that agencies fully understand the process and procedure for referrals to MAPPA and that the key people are identified to attend the panels. Good communication and organisational skills are paramount to ensure that the information flow is maintained at all times. Experience has shown that circumstances and situations can change rapidly and processes need to be put in place as quickly as possible in order to manage risk. Timely updating of information across all databases is a key element of our role.

## An organisational perspective

There has been significant improvement since the commencement of MAPPA in the way agencies work together, in particular information sharing. The implementation of ViSOR (Violent and Sexual Offender Register) across all three Responsible Authorities (Police, Probation and HM Prisons) has provided a fundamental database for information sharing, providing users with a Risk Management tool to effectively help reduce the risk of harm and likelihood of re-offending by violent and sexual offenders.

Continual auditing of MAPPA processes and collation of Key Performance Indicators ensures professional standards are upheld across all agencies and throughout Kent.

Working together as a team is crucial to the ongoing success of the Kent MAPPA.

**Sara DeFroand, Vicki Horton and Fiona Brooks**  
**Kent MAPPA Team**

# Appendix

## Glossary

**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 risks being recalled to prison.

**CEOP** - The Child Exploitation and Online Protection Centre is part of the UK police and is dedicated to protecting children from sexual abuse.

**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.

**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.

**MAPPA** - Multi-Agency Public Protection Agency

**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.

**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.

**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.

**Serious further offence (SFO)** – serious sexual or violence offences listed in Probation Circular 22 of 2008.

**SMB** - The Strategic Management Board is responsible for making sure that MAPPA is working in each area.

**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.

**VISOR** - Violent and Sex Offender Register. A computer database that supports the sharing of key information about violent and sexual offenders across the country.



## Statistical Data 2009-2010

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

	Level 1	Level 2	Level 3	TOTAL
Category 1: Registered Sexual Offenders	1049	52	7	1108
Category 2: Violent offenders	504	230	3	737
Category 3: Other Dangerous Offenders	-	115	1	116

### Enforcement for offenders managed via MAPP meetings

Number of offenders returned to custody for breach of licence

- Level 2 53
- Level 3 1
- Total 54

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

- Level 2 6
- Level 3 0
- Total 6



## Further data on Registered Sexual Offenders

Registered Sexual Offenders at 31 March 2009 in:

East Kent	190
Medway	201
Mid Kent	209
North Kent	129
South Kent	228
West Kent	151

Total number of registered sexual offenders in Kent per 100,000 head of population - 75.41

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 - 20

### Sexual Offences Prevention Orders

- Applied for 121
- Interim Order issued 2
- Full Order issued 118

### Notification Orders

- Applied for 2
- Interim Order issued 0
- Full Order issued 2

### Foreign Travel Orders

- Applied for 0
- Full Order issued 0

# Contacts

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# Ministry of **JUSTICE**

National Offender  
Management Service