

Hampshire and the Isle of Wight

Annual Report 2013-2014



Introduction



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Chair - Hampshire and the Isle of Wight MAPPA Strategic Management Board

The past year has been a time of great change across all of the agencies involved in protecting the public through Multi-agency Public Protection Arrangements (MAPPA). Through all of this we have maintained our duty to ensure we are consistently and comprehensively managing the risks posed by the most serious sexual and violent offenders in the community.

It is in this context I would like to welcome you to the 2013/14 Annual Report as incoming chair of the Strategic Management Board (which is responsible to overseeing MAPPA within the county). The report is designed to both demonstrate the accountability of MAPPA to the public and to provide reassurance that the work is being done in an efficient and effective manner.

With all the changes occurring, now is an ideal opportunity to take stock of what we have in place to ensure risks continue to be minimised as far as possible. This is a complex task and one that can involve a large number of organisations working closely together to identify, assess and take all reasonable steps to manage the offenders coming under the MAPPA framework.

As part of this, it is important that we continue to review our processes to ensure we identify all offenders eligible to be managed under MAPPA. At the same time, we are in the process of adopting two new risk assessment tools to help us have an even better understanding of the nature of the risks we manage and the likelihood of a particular offender causing serious harm.

Finally, we are committed to ensuring that our management of the risks posed is a balance of rehabilitative measures, where they are appropriate and an offender is willing to engage, coupled with robust enforcement, disruption and protective measures where these are deemed necessary to protect the public. In particular we need to ensure that victims, children and vulnerable adults are properly safeguarded to provide every possible level of protection.

This report also highlights some of the key achievements for MAPPA during the past year. By the nature of the work involved much of it goes unnoticed unless something goes wrong. I would like to take this opportunity to thank our staff for doing a difficult job well and we continue to value highly our partners and our lay advisor for their continuing support.

In the coming year the MAPPA SMB will strive to build upon our achievements and ensure that public protection remains our highest priority.

What is MAPPA?

MAPPA background

- (a) MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders (MAPPA-eligible offenders) under the provisions of sections 325 to 327B of the Criminal Justice Act 2003.
- (b) They bring together the Police, Probation and Prison Services in each of the 42 Areas in England and Wales into what is known as the MAPPA Responsible Authority.
- (c) A number of other agencies are under a Duty To Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Trusts, Youth Offending Teams, Job Centre Plus and Local Housing and Education Authorities.
- (d) The Responsible Authority is required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from each of the Responsible Authority and duty to co-operate agencies.
- (e) Lay Advisers are members of the public with no links to the business of managing MAPPA offenders and act as independent, yet informed, observers; able to pose questions which the professionals closely involved in the work might not think of asking. They also bring to the SMB their understanding and perspective of the local community (where they must reside and have strong links).

How MAPPA works

- MAPPA-eligible offenders are identified and information about them is shared by the agencies in order to inform the risk assessments and risk management plans of those managing or supervising them.
- In the majority of cases that is as far as MAPPA extends but in some cases, it is determined that active multi-agency management is required. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.
- There are 3 categories of MAPPA-eligible offender: **Category 1** - registered sexual offenders; **Category 2** – (in the main) violent offenders sentenced to imprisonment for 12 months or more; and **Category 3** – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm.
- There are three management levels intended to ensure that resources are focussed upon the cases where they are most needed; generally those involving the higher risks of serious harm. **Level 1** involves ordinary agency management (i.e. no MAPPA meetings or resources); **Level 2** is where the active involvement of more than one agency is required to manage the offender but the risk management plans do not require the attendance and commitment of resources at a senior level. Where senior oversight is required the case would be managed at **Level 3**.

MAPPA is supported by ViSOR. This is a national IT system for the management of people who pose a serious risk of harm to the public. The police have been using ViSOR since 2005 but, since June 2008, ViSOR has been fully operational allowing, for the first time, key staff from the Police, Probation and Prison Services to work on the same IT system, thus improving the quality and timeliness of risk assessments and of interventions to prevent offending. The combined use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when these high risk offenders move, enhancing public protection measures. All MAPPA reports from England and Wales are published online at: www.justice.gov.uk

MAPPA Statistics

Hampshire and the Isle of Wight

MAPPA-eligible offenders on 31 March 2014				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1626	282	-	1908
Level 2	88	41	10	139
Level 3	1	0	1	2
Total	1715	323	11	2049

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	172	147	19	338
Level 3	7	2	3	12
Total	179	149	22	350

RSOs cautioned or convicted for breach of notification requirements	171
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Restrictive orders for Category 1 offenders	
SOPOs, NOs & FTOs imposed by the courts	
SOPOs	51
NOs	0
FTOs	0

Level 2 and 3 offenders returned to custody				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	14	41	3	58
Level 3	2	0	0	2
Total	16	41	3	60
Breach of SOPO				
Level 2	2	-	-	2
Level 3	0	-	-	0
Total	2	-	-	2

Total number of Registered Sexual Offenders per 100,000 population	101
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This figure has been calculated using the Mid-2013 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics on 26 June 2014, excluding those aged less than ten years of age.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2014 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2013 to 31 March 2014.

(a) MAPPA-eligible offenders – there are a number of offenders defined in law as eligible for MAPPA management, because they have committed specified sexual and violent offences or they currently pose a risk of serious harm, although the majority (94% this year) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

(b) Registered Sexual Offenders (RSOs) – those who are required to notify the police of their name, address and other personal details and to notify any changes subsequently (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence which carries a maximum penalty of 5 years’ imprisonment.

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

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

(e) 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.

(f) 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 five 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 five years’ imprisonment.

(g) Notification Order – this requires sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.

(h) Foreign Travel Orders – these prevent offenders with convictions for sexual offences against children from travelling abroad where this is necessary to protect children from the risk of sexual harm.

MAPPA in Hampshire and the Isle of Wight

Key Achievements during the past year

Over the past year both the Responsible Authorities and the Duty to Cooperate agencies have worked closely together to ensure that the MAPPA arrangements truly enhance the management of offenders within its framework. This means all agencies involved not just sharing information, but using that information to produce a well thought-through risk management plan. These plans need to recognise the synergy involved in managing the risks in partnership, and should be more than just a collection of individual agency plans.

To assist the SMB in achieving this, two sub-groups have been developed which allow for greater scrutiny of frontline practice, and thereby provide greater reassurance that practice mirrors the policies in place. The first of these groups, the Serious Case Review Group, assesses all instances of an offender being arrested for a new offence and establishes the best way of reviewing professional practice and capturing any lessons arising. The second group, the Delivery Group, is responsible for identifying any areas of good practice (either locally or nationally) and working to implement it across the MAPPA area.

Over the past year the MAPPA Coordinator has ensured that all MAPPA partners have had the training they need to play an active part in the risk management process. This includes both DTC agency staff and third-sector organisations that have an involvement with MAPPA.

The MAPPA Coordinator has also delivered a number of local awareness raising seminars to frontline staff within agencies. Whilst these staff may not be regularly or directly involved in the management of MAPPA offenders it is important that they have an understanding of the processes involved in case they become involved. Some of the agencies trained include: Adult and Children's Services, Community and Prison Mental Health Staff, Hampshire Fire and Rescue Staff, Multi Faith Safeguarding leads and Housing Service providers.

Another important aspect of MAPPA management is making sure that MAPPA meetings are effective and that the recording of the meetings is accurate and properly reflects the nature of the risks and the plan in

place to address them. These are complex skills to develop and ones that needs many months of mentoring to perfect. During the year the MAPPA coordinator has delivered a number of nationally accredited training courses to both new chairs and minute takers to help ensure consistency across the county.

Alongside this work the MAPPA Coordinator has been working with Housing Providers to examine some issues that were raised to SMB whereby offenders were finding difficulties obtaining suitable accommodation. As part of this work, a multi-agency seminar has been run to develop better processes and relationships between Housing Providers and other MAPPA agencies in order to strengthen partnership working in the future.

Over the course of the last 12 months MAPPA has also developed the following initiatives to enhance the management of MAPPA offenders:

- Safeguarding Audits have been held in conjunction with Local Safeguarding Adults and Childrens Boards to ensure that MAPPA management take full account of child protection concerns, and identifies risks to children and Vulnerable Adults when they are present.
- MAPPA processes have been amended to integrate with the PREVENT programme which is designed to combat radicalisation and extremism within the community.
- Staff have been appointed and trained to deliver polygraph (lie-detector) training, following the introduction of new legislation in January 2014.
- Hampshire has been selected to be part of collaboration between the National Offender Management Service (NOMS) and the NHS to assist professionals in managing offenders diagnosed with Personality Disorders. This work provided offender managers with well considered strategies to maximise the likelihood of their engaging with rehabilitative and restrictive measures.
- Hampshire Constabulary has been selected to pilot a new risk assessment tool known as "Active Risk Management System" (ARMS). This is used by Police officers working with Registered Sex Offenders to help them better understand the motivation behind the offending behaviour, and the warning-signs to be looking out for that might indicate an increased risk.

- Funding has been secured from the Office of the Police and Crime Commissioner to run a multi-agency clinic designed to manage the risks posed by stalkers within the community. The first of its kind within the country this has seen several offenders be identified as needing MAPPA management and has assisted with ensuring that the most appropriate risk management plans are in place.
- Conferences have been run with both Police and Probation staff to share best practice and ensure that frontline staff remain current with their knowledge of best-practice and legislation.

Changes within the Probation Service

Over the last 6 months the Government's Transforming Rehabilitation programme has led to the former Hampshire Probation Trust being divided into two new organisations. The National Probation Service (NPS) manages all MAPPA offenders, as well as other offenders who are assessed as being high-risk. The Community Rehabilitation Company (CRC) manages the Integrated Offender Management (IOM) scheme, as well as all other offenders needing probation management.

The CRC is currently subject to competition, whilst the NPS will remain within the Public Sector. Within MAPPA these new working arrangements will continue to be managed very closely to ensure the risk management plans are fully understood by all staff involved.

Changes within Hampshire Constabulary

Hampshire Constabulary is likewise in a process of reorganisation to deliver the Government's savings under the Comprehensive Spending Review. Throughout this process however MAPPA has been protected in recognition of the risks that are managed within the teams.

At the same time though there has been an internal reorganisation to bring all staff involved with managing MAPPA offenders into one team led by a dedicated Detective Chief Inspector. This is designed to ensure a high level of consistency in management across the force area and allow for best-practice to be adopted quickly and easily when it's identified.

Monitoring and Evaluation

In order to effectively oversee MAPPA arrangements within Hampshire and the Isle of Wight, SMB needs to monitor the work of the partnership and ensure that

any areas for improvement are identified and acted on. They do this in a number of ways including:

- Regularly receiving and reviewing performance information and Key Performance Indicators (KPIs) from the MAPPA partnership to identify any concerning changes or trends over time.
- Conducting randomised audits of cases managed at Level 1 or Level 2 using SMB representatives as panel members.
- Running an overview panel assessing the effectiveness of cases managed at Level 3, and ensuring sufficient resources have been made available.
- Reviewing all cases where a MAPPA offender has been further arrested to identify any lessons arising. Where necessary this has involved conducting Serious Case Reviews to examine the management in more detail.
- Conducting audits in conjunction with Safeguarding Boards or Community Safety Partnerships in relation to MAPPA cases which have concerns around Child Protection, Domestic Violence or Protecting Vulnerable Adults.

Over the next year we will also be reviewing the data provided to SMB to assess whether there are any other measures which would enhance its ability to oversee MAPPA arrangements and will be reviewing the implementation of the Personality Disorders project and the Stalking Clinic.

Our goals for the next 12 months

Strategic Management Board (SMB)

The commencement of a new SMB chair is a good opportunity to evaluate the processes we have in place to ensure they continue to be the most effective possible. It is also a good opportunity to look to the future and ensure we are planning for new trends.

To assist with this the SMB will be holding a facilitated focus day to plan the development of MAPPA in Hampshire and the Isle of Wight for the period 2015-2018.

We will also ensure that the SMB sub-groups continue to develop and drive delivery. This will involve ensuring that each group continues to achieve representation across DTC agencies and from around the two counties.

Finally work will shortly commence to start planning the annual Business Plan for 2014-2015.

MAPPA Development

Through the Delivery sub-group there are a number of areas that have already been identified as needing to be incorporated into MAPPA planning:

- In light of the impending enactment of the Care Act there is a need to examine the provision for vulnerable offenders across Hampshire and Isle of Wight.
- A review has been commissioned of current Memorandum of Understanding and Information Sharing Agreements in place with DTC organisations to ensure they fully facilitate joint working between agencies.
- Work is ongoing with the Local Criminal Justice Board Offender Management Strategic Group to examine how the IOM and MAPPA schemes interact and to ensure they work closely together where appropriate to do so.
- A new risk assessment and management tool, known as 4 pillars, is soon to be introduced nationally. This is a way of ensuring that the whole of the MAPPA partnership around a particular offender is putting plans in place to directly impact on the risks they pose. This is designed to lead to more focused risk management planning, targeted directly at where it will have the biggest effect. We need to plan the best way of bringing this in within Hampshire and the Isle of Wight.

Alongside all of this the Delivery Group will be searching for any good-practice nationally, or any new research which needs to be considered. Where identified, they will review the options available and present any proposals for change to the full SMB.

Training

The introduction of the ARMS risk assessment tool means that all Police Officers involved in managing offenders need to be trained in its use. The MAPPA coordinator has already been accredited to deliver this input and further trainers will be trained shortly.

Similarly 4-Pillars will require staff to be trained and once the nature of the training package is known this will be delivered, with additional awareness-raising sessions for DTC staff.

Over the next 12 months MAPPA awareness will be delivered to additional third sector agencies that are sub-contracted to DTC agencies.

Further local training seminars and conferences will be held covering areas including Sex offender Psychology, Stalking, Identifying and managing the risk posed by repeat Domestic Violence perpetrators and identifying and managing the risks associated with Child Sex Exploitation.

It is also anticipated that the Police Management of Sexual and Violent Offenders course will be revised during the course of the coming year. Once this is complete a training needs analysis will be conducted

to ensure all staff have been trained in all elements of the course.

Communication Strategy

One of the main priorities over the next 12 months will be to produce an updated Communications Strategy. This will identify all the key stakeholders, as well as examining how we disseminate important messages to Responsible Authority staff, DTC agency staff, offenders, victims and the wider community.

As part of this we will look to achieve the following:

- Raise awareness of MAPPA through publication of Annual Report and guidance documents through agency websites.
- Promote the existence of MAPPA at local public events.
- Provide an awareness of MAPPA to Criminal Justice Agencies, voluntary and public groups.
- Publish the SMB Annual Business Plan and the 3 year strategic plan.

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