

WARWICKSHIRE MAPPA ANNUAL REPORT



2013 - 2014



Warwickshire MAPPA Annual Report 2014

Forward

This is the 11th Annual report for MAPPA in Warwickshire, throughout the period we have continued to build upon effective working relationships, meetings have been well attended and productive.

Warwickshire Police are in a strategic alliance with West Mercia Police. The strategic alliance provides opportunities for sharing of good practice across the two areas. This is something we are looking to build on in the coming year.

Assistant Chief Constable Karen Manners,
Chair, Strategic Management Board

Introduction

Following a number of high profile cases nationally, there is an heightened public awareness of violent and sexual offenders. As a consequence we continue to see a rise in reported sexual offences and therefore offenders that require effective management.

We have also seen a rise in the number of offenders using the internet to abuse and exploit children. A high proportion of these offenders are not previously known to Police and present different demands in terms of risk.

There is also heightened public awareness around mental health. Offenders who commit violent or sexual offences and have mental health issues present particularly complex challenges to agencies.

This operating environment is set against the austerity measures and significant change taking place across partner agencies.

Warwickshire Probation Trust continued to provide a high level of support to MAPPA during 2013/14. This period saw changes at the senior management level within the Trust and culminated with the end of the Trust as the probation service nationally prepared for one of the biggest changes in its history. Whilst operational work continued to deliver good results, structurally the focus was the end of the existing 35 probation trusts to be replaced by the new National Probation Service (NPS) – a directorate of NOMS – and 21 Community Rehabilitation Companies (CRCs).

Looking Ahead

As part of the changes within the Probation Service are part of the Transforming Rehabilitation Programme. Probation staff have now moved into either a Community Rehabilitation Company or the National Probation Service. The CRC will supervise low and medium risk offenders. The NPS, which will manage offenders requiring management under MAPPA arrangements at all categories and all levels as well as those cases not managed under MAPPA but which are assessed at the outset as presenting a high risk of serious harm. This has the clear intention to concentrate the work of the public sector NPS on the management and rehabilitation of those cases requiring the most complex risk management.

The NPS will also risk assess all offenders, advise the courts on sentencing, advise the parole board on release decisions, and provide victim liaison services.

Contracts for the running of the Community Rehabilitation Companies (CRC) are due to be awarded by the end of 2014. This opens the market to new rehabilitation providers, with the aim of getting the best from the public, voluntary and private sectors to stimulate innovation in rehabilitation services.

Despite these challenges, we have built upon well established mutually beneficial relationships across the Police, Probation, Prison and a range of other partners.

ACC Karen Manners (Protective Services) has adopted the Chair of the Strategic MAPPA Board and as she is also the Chair of the West Mercia SMB, she is exploring opportunities to share effective practice and work more effectively.

The Protecting Vulnerable People Department (PVP), led by Detective Superintendent Steve Cullen assumes the lead for MAPPA. Staff within PVP work closely with colleagues from the Probation and Prison Service to protect the public from harm.

Warwickshire Youth Justice & Family Intervention Service are actively engaged with the MAPPA arrangements in Warwickshire.

Young people supervised by the service sometimes pose high risks to the community and MAPPA arrangements provide multi-agency oversight and support for those cases. Where a young person fails to comply with the requirement of supervision, effective and swift responses are made to ensure the young person is returned to court or custody, ensuring victims and the community are safeguarded.

Warwickshire Children's Safeguarding actively engage in the MAPPA process as it has been shown to deliver positive results in terms of protecting some of the most vulnerable children we work with. MAPPA meetings are an example of pro-active information sharing that leads to risk reduction while supporting offenders to remain living in the community.

We are committed to continuous improvement and strive to learn from serious case or independent management reviews. We continue to refine and develop how we manage offenders not only in terms of implementing effective practice but also influencing the national agenda.

We are proud of the commitment and professionalism that our staff consistently demonstrate in keeping our communities safe.

Key Achievements

MAPPA oversees the management of risk posed by the most serious sexual and violent offenders within the community, which this year have increased by 7%, or planning release for those in prison that pose the greatest risk. In order to do this MAPPA has:

- Provided effective MAPPA co-ordination and management – by ensuring continuity in the chairing of meetings and in the quality and consistency of information exchange.
- Demonstrated the effectiveness of the work of Warwickshire MAPPA - by performance monitoring and audit.
- Promoted the use of ViSOR by the Responsible Authorities across Warwickshire.
- Delivered a training plan to ensure staff understand the MAPPA process and their procedures and to share and promote good practice.
- Complied with MAPPA guidance to achieve public protection and enhanced safeguarding of children and vulnerable adults.
- Promoted communication, awareness and understanding of the work of MAPPA to increase public confidence.
- Maintained effective links with key strategic partnerships such as Local Children's Safeguarding Board, Multi Agency Risk Assessment Conference, Local Criminal Justice Board, Vulnerable Adult Boards and Community Safety Partnerships.
- Supported our Lay Advisors, who are informed observers and are able to act as a 'critical friend' to the professionals engaged in MAPPA work.

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, UKBA, Jobcentre 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

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.

The England and Wales Annual Report is published online at:
<https://www.gov.uk/government/organisations/ministry-of-justice/series/multi-agency-public-protection-arrangements-mappa-annual-reports>

How the MAPPAs Operates Locally

Despite a testing 12 months for the Responsible Authorities due to restructuring and modernisation, Warwickshire MAPPAs has continued to strive and perform well with regards to protecting the public, with level 2 and 3 MAPPAs meetings continuing to be chaired by our independent Coordinator and overall well attended by partner agencies.

The past 12 months has seen the trend towards managing more cases at level 1 continue, allowing level 2 and 3 meetings to focus on those offenders presenting the highest levels of violent and sexual offending to our communities, and therefore allowing more intensive resources for management purposes to be deployed to reduce risk. This trend also demonstrates the ever expanding confidence in partner agencies to continue to manage offenders appropriately through close liaison with other agencies as a matter of course, instead of through formal level 2 and 3.

This is achieved by agencies sharing critical information about high-risk offenders so that each agency has the knowledge to make decisions and manage the individual.

When cases are discussed at Level 2 or 3 a range of options are available to the MAPPAs include specific measures to help protect victims, such as accommodating the offender away from the area where he offended, specialist risk assessment from outside experts and specific housing provisions

We have a number of different legal powers open to us, which seek to control or prevent offending behaviour, these include Violent Offenders Orders (VOO) Sexual Offences Prevention Orders (SOPO) Foreign Travel Orders (FTO) Notification Orders, Licence Conditions, including exclusion zones, Electronic Tagging and numerous others. These when used together, contribute to a package of measures that ensure offenders are managed as effectively as possible in order to reduce the risk.

We make critical decisions together and bring greater accountability into the process on behalf of the community

Part of those decisions in each case is about disclosure to parents, careers, schools, places of religion, employers etc.

How the MAPPAs are Managed

The work of the MAPPAs is overseen by the Strategic Management Board (SMB), this is currently chaired by the Assistant Chief Constable Warwickshire & West Mercia Police. Other members of the Board are from the Probation Service, Prison Service, Health Services, Children's Services, Adult Services, Youth Justice Service, Local Authority representative, registered Social Landlord representative, Job Centre Plus, and 2 Lay Advisors.

The SMB have three sub committees,

Serious Case Review, which only meet when and if there is a serious re-offence case to review. During this period there were no serious case reviews.

Performance and Standards. This undertakes an audit of MAPPAs process every year and reviews the actions resulting from earlier audits to ensure any recommendations are brought into practice. We have also introduced some new local measures into the process, which measure quality as well as quantity.

We have introduced a multi agency approach to managing the risk posed by all MAPPAs qualifying offenders, these were previously supervised by the responsible authority managing that offender. All agencies now contribute to the one risk assessment and risk management plan, thus being as effective as possible in reducing the risk to the public.

Training, During 2013/14 we have carried out multi agency MAPPAs training events, and organised individual agencies to train their own staff on issues relating to MAPPAs. All these assist in cementing the united approach the agencies have to protecting the public of Warwickshire.

In addition to the above members of the SMB are also part of the local Safeguarding Children' Board and its sub committees and sit on the local Community Safety Partnership and the local Criminal Justice Board.

Lay Advisors' Comments

The past year has seen some significant challenges for the continued smooth running of the multi-agency arrangements, the full impact of which are still to be fully realised.

The continuing greater integration resulting from the strategic alliance between the Warwickshire and West Mercia police forces presents both opportunities and challenge. The need to respond to continued budget pressures by pooling resources and practices across both force areas provides opportunities, whilst at the same time there is the challenge of maintaining a necessary local focus for managing offenders within Warwickshire. The advantage of being better able to build upon shared knowledge and practice across both forces needs to be counterbalanced, by ensuring that the differing local variations in service design and provision are acknowledged. The re-organisation of the local probation service into a new national probation service supported by community rehabilitation companies (CRC) was a significant issue throughout the year. There is continuing concern as to how the reconfiguration of services will impact on the management of offenders in the medium to long term. The potential loss of probation staff experienced in the management of sex and violent offenders to the new CRCs is of particular concern.

A notable positive change during the course of the year was the increased attendance at L2 meetings of partner agencies. There has been a significant improvement of staff from these agencies attending and contributing to the meetings. Following a review of the way in which meetings were organised and run, a new system was introduced in the latter part of the year which has seen the quality of the information available to attendees much improved.

The particular role and contribution of the Lay Advisors have continued to be acknowledged and recognised at both the Strategic and operational levels of the MAPPA. The roles of the Chairs and the Co-ordinator in ensuring this have been greatly appreciated.

Victim Liaison Unit's Comments

- The Victim Liaison Unit (VLU) feels that their role within the MAPPA process is a vital and integral part of their work and contributes in many ways to the work that they do with victims. In all cases known to the Victim Liaison Officers (VLO's) they will attend MAPPA panels.
- MAPPA is seen as invaluable to the VLU in providing resources to assist with safe-guarding victims from the risk of serious further harm and MAPPA discussions can offer innovative solutions to seemingly unsolvable problems. Inter-agency liaison via MAPPA ensures that the risk posed to victims is shared by a wide network and enhances victim safe-guarding through multi-disciplinary agency action and awareness raising.
- VLO's have the opportunity to refer into MAPPA where the risk to the victim has become so serious that immediate action needs to be taken to try to minimise that risk.
Conversely, MAPPA also gives the VLU the opportunity to feedback into the panel any concerns they may have about the risk posed to an offender both from individuals or the wider community. Having the forum to discuss this at MAPPA then allows agencies to vary or re-formulate release plans based on the level of risk identified.
- Victims are informed about the offender's involvement in MAPPA and this can offer a sense of security that the offender in their case is being managed by all available resources and that all agencies are aware of the risks and can act accordingly. MAPPA is seen by victims, as a positive part of the offender management process, and one that respects the harm that has been caused to them and the potential harm that can be caused in the future.

Warwickshire MAPPA-eligible offenders on 31 March 2014

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	349	101	-	450
Level 2	2	1	0	3
Level 3	0	0	0	0
Total	351	102	0	453

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	26	33	5	64
Level 3	1	1	1	3
Total	27	34	6	67

RSOs cautioned or convicted for breach of notification requirements	6
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Restrictive orders for Category 1 offenders

SOPOs, NOs & FTOs imposed by the courts

SOPOs	27
NOs	0
FTOs	0

Level 2 and 3 offenders returned to custody

Breach of licence

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	1	2	0	3
Level 3	0	0	0	0
Total	1	2	0	3

Breach of SOPO

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	68
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This figure has been calculated using the Mid-2012 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 2013, excluding those aged less than ten years of age.

Explanatory 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 (87% 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 traveling abroad where this is necessary to protect children from the risk of sexual harm.