

Teesside Multi-Agency Public Protection Arrangements (MAPPA)



Annual Report 2013 - 2014



Foreword

Jenny Mooney, Governor of Holme House Prison and Chair of the MAPPA Strategic Management Board



As Chair of the MAPPA Strategic Management Board in Teesside, I would like to welcome you to the Teesside MAPPA Annual Report for 2013-14.

The MAPPA process is about key agencies working together and sharing information to monitor offenders in the community and keep the public safe.

The report provides more detail about the agencies involved in this work and how the MAPPA process works in practice.

During the year, the Strategic Management Board was notified of one serious further offence by a Level 2 offender. This case is currently being reviewed.

Where offenders have been found in breach of any of their restrictions, action has been taken which has resulted in some offenders being returned to custody.

I hope this annual report will be informative and useful to people, and provide reassurance that well-established structures exist to monitor offenders in the community, which minimise risk and help to keep people safe.

Introduction

Protecting Communities Through Sharing Knowledge

The Teesside MAPPA annual report 2013-14 covers the successful management of public protection issues in Hartlepool, Middlesbrough, Redcar and Cleveland, and Stockton.

There is an established partnership between the three responsible authorities - the prison, police and probation services - which has continued to grow since MAPPA was introduced on Teesside in 1997. The report also highlights the role of the duty to co-operate agencies and it is the sharing of knowledge between all these organisations which enables the effective management of offenders who pose the highest risk of harm in our communities.

MAPPA Strategic Management Board

The MAPPA Strategic Management Board (SMB) reviews reports on levels of MAPPA activity and monitors trends in numbers of offenders and levels of meetings held. Each meeting also receives an anonymous case study, which highlights lessons to be learnt as well as examples of best practice that need to be shared and built upon.

Key Achievements 2013-2014

There have been a number of achievements in the last year, most notably:

- All MAPPA cases reviewed within required timescales
- Excellent inter-agency working at all levels
- Good links between the SMB and local safeguarding boards
- Ongoing engagement with Cleveland's Police and Crime Commissioner
- Close working with Durham Strategic Management Board
- Recruitment and induction of a new lay advisor to the SMB

Priorities 2014 – 15

The priorities for Teesside MAPPA for 2014–2015 are:

- Keeping the public safe from risks posed by violent and / or sexual offenders,
- Building on professional practice through identification and implementation of learning locally and nationally,
- Identifying and managing any emerging gaps in service provision as a result of efficiency savings,
- Improving third sector engagement and support,
- Recruiting a further Lay Adviser to the SMB,
- Integrate the newly formed Community Rehabilitation Companies into the SMB and monitor the impact of revised arrangements, ensuring the maintenance of high levels of public protection at all times.

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 services, Youth Offending Teams, 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 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 in Teesside

About MAPPA in Teesside

In Teesside, a joint Police and Probation Public Protection Unit exists which promotes the joined up working between agencies that makes MAPPA a success.

The Unit is recognised as an example of good practice by other police and probation areas across the country.

Along with Cleveland Police and Durham Tees Valley Probation Trust, HMP Holme House and HMP Kirklevington Grange make up the responsible authorities and the organisations work closely together to manage risk.

On 1st June 2014 Durham Tees Valley Probation Trust was replaced by the creation of a new National Probation Service (NPS) and the Durham Tees Valley Community Rehabilitation Company Limited (DTVCR).

The NPS now has responsibility for the supervision of all high risk and very high risk offenders as well as the completion of all initial assessments and provision of information to sentencers, whilst the CRC retains responsibility for managing low and medium risk of harm offenders along with the provision of accredited programmes and the resettlement of prisoners.

Both organisations are represented on the Strategic Management Board and continue to work collaboratively with all community partners to ensure that risk is effectively managed.

Duty to co-operate agencies also have a valuable part to play in the process of managing offenders, they are the local authority social care services, youth offending teams, health services including mental health, local education authorities, Jobcentre Plus, local housing authorities, electronic monitoring providers and registered social landlords.

The priority will always be the safety of the public, and by working in partnership with other agencies under MAPPA, the arrangements continue to ensure that offenders living in this area are managed effectively.

The level of risk to communities from dangerous offenders remains small, and the objective of this report is to reassure the public of the commitment to keeping neighbourhoods safe.

The Child Sex Offender Disclosure Scheme continues to provide an extra layer of protection where parents, carers and guardians can apply for information about whether individuals who have regular contact with their children are registered sex offenders.

Under the scheme, a number of disclosures have been made and safeguarding action taken to protect children and the Protecting Vulnerable People team has received national recognition for its work on the scheme.

Case Study

How MAPPA works in practice

Mike (not his real name) has convictions for serious offences of a sexual and violent nature dating back over thirty years. He is also ordered to comply with the Sex Offender Register for life.

In 2007 he was sentenced to thirty months imprisonment for failing to comply with the Sex Offender Register and moved to the Cleveland area upon his release. Mike continued to be monitored by local agencies and in September 2012 he received a twelve month sentence for failing to comply with the Sex Offender Register.

In November 2012, a level two MAPPA meeting was held and Mike was assessed as posing a high risk of causing serious harm to children. As a result of a number of concerns it was thought that a release to an address in the Cleveland area would be unsafe. Mike's offender manager referred him to an out of area approved premises and he was offered a place, to where he was released in December 2012, with a sentence and licence expiry of June 2013.

He complied superficially with the licence until May 2013, when agencies became aware that he had been visiting an accommodation project and had started befriending a number of young people. As a result, Mike was recalled to prison and appeared at Magistrates Court for breaching the terms of his Sexual Offender Prevention Order.

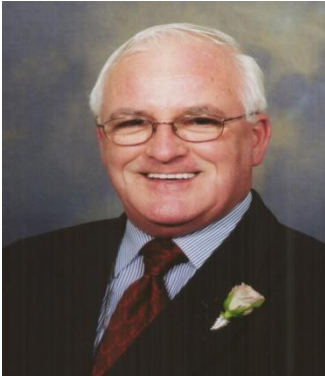
A detailed investigation into Mike's activities ensued, and the strong working links between police, approved premises staff and a senior manager from Children's Services helped to build a case for his prosecution. Mike was sentenced to forty months in prison and will be subject to licence until October 2016.

Mike will continue to be an offender monitored under MAPPA arrangements when he is released from prison. A robust risk management plan involving all agencies will centre upon his initial release to approved premises, where he will be subject to further restrictions.

In February 2014, Mike's case was selected at random for the Offender Management Inspection, operated by Her Majesty's Inspectorate of Prisons. It has been highlighted as an example of good practice across the country for multi-agency working in the MAPPA arena.

Lay Adviser

The Ministry of Justice requires each MAPPA SMB to appoint lay advisers to serve for a minimum period of three or four years. They are recruited locally and undergo national training and local induction. Lay advisers act as 'critical friends' of the MAPPA process. Anyone wishing to become a lay adviser should contact MAPPA Chair Jenny Mooney on 01642 744004.



Cleveland's Lay Adviser, Brian Footitt, gives an insight into his new role:

When I was first approached to put my name forward as a lay adviser I didn't have a clue what MAPPA was and having recently retired, I was still struggling with the concept of work-life balance. However, my friend who was a police representative on MAPPA presented a cogent case for the work it does which encouraged me to explore further the whole field of public protection.

I had an informal meeting with the chair of the Strategic Management Board who guided me through the whole area of multi-agency cooperation and highlighted the importance of managing, assessing and minimising the risk to communities from serious offenders.

The selection process was not too daunting and once appointed, the chairperson and all of the members of MAPPA have been really helpful and open in supporting me through my induction period. This has covered so many aspects of life unfamiliar to me, such as visiting prisons, police stations and attending a range of probation and MAPPA meetings in order to gain a wider appreciation of how all the agencies work together.

Early on in my induction I attended a national lay advisers workshop. It was great to meet other lay members from around the country and become part of a wider support network.

I see currently three key strands to my role as a critical friend to MAPPA.

- 1) To observe due process, to ask the question WHY and to constructively challenge decisions which I feel are not consistent with the principles of assuring public safety
- 2) To assure the public that all appropriate steps are being taken in an even-handed manner to ensure that reoffending by people with a record of violence and or sexual assault within our community is prevented wherever possible.
- 3) Many of the member agencies are undergoing radical organisational changes in the way they are expected to deliver safe and cost effective service. I see my role in supporting the change process as highlighting pinch points which may have an adverse impact on the delivery of public protection.

Twelve months on and I am getting to grips with my role which I find quite fulfilling. I would however like to see another lay adviser appointed so we could bounce ideas off each other and support each other in times of extreme organisational change.

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2014

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	613	187	-	800
Level 2	5	8	12	25
Level 3	2	0	0	2
Total	620	195	12	827

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	27	23	26	76
Level 3	6	0	1	7
Total	33	23	27	83

RSOs cautioned or convicted for breach of notification requirements

52

Restrictive orders for Category 1 offenders

SOPOs, NOs & FTOs imposed by the courts

SOPOs	36
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	4	9	1	14
Level 3	0	0	0	0
Total	4	9	1	14
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

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 (97% 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.

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