

Merseyside



Annual Report 2013 - 2014



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, 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 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	1228	563	-	1791
Level 2	35	17	32	84
Level 3	5	1	2	8
Total	1268	581	34	1883

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	71	105	113	289
Level 3	7	12	5	24
Total	78	117	118	313

RSOs cautioned or convicted for breach of notification requirements	94
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Restrictive orders for Category 1 offenders	
SOPOs, NOs & FTOs imposed by the courts	
SOPOs	96
NOs	5
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	5	35	8	48
Level 3	0	0	1	1
Total	5	35	9	49
Breach of SOPO				
Level 2	2	-	-	2
Level 3	0	-	-	0
Total	2	-	-	2

Total number of Registered Sexual Offenders per 100,000 population	103
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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 95% 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.

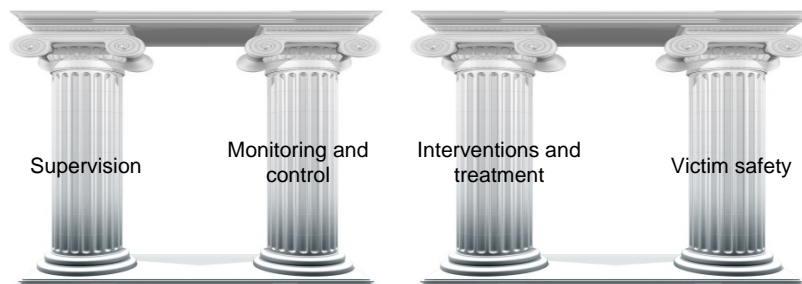
(f) Sexual Offences Prevention Order (SOPO) – a court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender’s behaviour in the community. The full order lasts for a minimum of five years, and can last indefinitely. 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.

Local page

The Four Pillars of Risk Management



What is the Four Pillars approach?

The MAPPA Four Pillars approach is currently being rolled out across the MAPPA meetings in Merseyside.

The Four Pillars approach is designed to build supportive networks for offenders and enhance protective factors to minimise the risk of re-offending. It is a way of managing and assessing risk in a proportionate, transparent and balanced way.

How does it work?

The Four Pillars approach has four key activities;

1. *Supervision* – includes structured and focused contact with the offender by all involved MAPPA agencies, contact corresponding to the level of risk, supervised accommodation, protective factors and a focus on compliance and motivation to non-offending.
2. *Monitoring and Control* - includes all agencies in 'watching and warning', agreeing and monitoring trigger signs, and can involve the use of electronic tagging, additional licence conditions etc.
3. *Interventions and Treatment* – includes planned interventions, appropriate programmes, and where relevant medication etc.
4. *Victim Safety Planning* – includes information on known and potential victims, exclusion zones, and safety plans etc.

And the activity is also;

- *Sufficient to manage the risk*
- *Applicable to the offender's situation*
- *Relevant to risk factors*
- *Evidence based*
- *Least restrictive as necessary*

In this way, MAPPA management is confirmed as the route to 'add value' to the lead agency's existing Risk Management Plan. The meeting will ensure that all attendees are aware of the early warning signs of risk escalation and how to report these back to the lead agency. It will also promote key messages about the offender's management and will provide a contingency plan should critical protective factors break down i.e. loss of accommodation or the MAPPA offender goes missing.

It is critically important for all agencies working with the MAPPA offender that his/her motivation to change is promoted and that the Risk Management Plan provides them with an incentive, however small, to work towards this change i.e. relaxation in daytime 'signing in' at approved premises in response to agreed and sustained compliance with sentence planning.

Where did it come from?

In 2011 Her Majesty's Inspectorate of Probation & Her Majesty's Inspectorate of Constabularies carried out a joint inspection on MAPPA. This inspection was called 'putting the pieces together' an inspection of multi-agency public protection arrangements. In this inspection there were a number of recommendations made, including improvements to risk management planning and risk assessment.

In 2012 Leicester & Rutland MAPPA Strategic Management Board undertook a project to improve this area of work, using Professor Hazel Kemshall's Four Pillars model to risk management in MAPPA. She is currently Professor of Community & Criminal Justice at De Montfort University with extensive research interests in risk assessment and management, MAPPA and effective practice with high risk offenders.

More recently Prof Kemshall has developed a new approach to risk management planning and this is now being utilised by a number of MAPPA Strategic Management Boards across England & Wales in their MAPPA meetings.

Merseyside MAPPA Strategic Management Board has also been interested in this practice development and subsequently invited Professor Kemshall to present on this approach at the Merseyside MAPPA Seminar held in Nov 2012. Merseyside then worked with Leicestershire MAPPA Co-ordinator to implement this approach in Merseyside from July 2013.

NATIONAL PROBATION SERVICE & COMMUNITY REHABILITATION COMPANIES

From 1 April 2014 the rehabilitation of offenders across England and Wales is now managed and delivered by 21 regional Community Rehabilitation Companies (CRCs) and the new National Probation Service (NPS). CRCs and the NPS will work collaboratively to drive down re-offending rates across England and Wales but the focus of each and the types of cases they manage will differ. There will be a Community Rehabilitation Company (CRC) in each of the 21 Contract Package Areas in England and Wales.

CRCs will be formed by the Ministry of Justice (MoJ) as companies limited by shares, which the MoJ will own until contracts are awarded. Prior to the award of contracts and sale of the companies, each CRC will be governed by an executive team comprising a Chief Executive Officer, a Head of Corporate Services and, in most cases, a Head of Operational Services, appointed by the MoJ. The majority of these senior leaders will be drawn from existing Trust management teams.

This team will be responsible for the management of the CRC from creation until contract award and sale. It will ensure that service delivery, financial and operational governance are in place. On contract award and sale, the new directors/ shareholders of the CRCs will determine the appropriate board structures and membership, subject to normal legal requirements.

WHAT THE NEW CRCS WILL DO

CRCs will work with medium and low risk offenders, including short sentenced offenders. They will deliver the sentence of the court for each offender allocated to them with the aim to rehabilitate offenders and reduce re-offending.

CRCs will be able to be innovative in designing and delivering rehabilitation services and will have the opportunity to engage with most offenders before their release so they can provide “through the gate services”.

PAYMENT BY RESULTS

CRCs will be paid for managing the cases allocated to them. A proportion of their payment will be at risk and dependent on their performance in reducing re-offending. Where requirements have been placed on CRCs under contract in relation to the delivery of services, these will be monitored through NOMS account management; this will include penalties for services not delivered to time or to quality. The NPS will have a divisional structure and will sit as a directorate within NOMS. NPS Wales will have a distinct identity within the service.

The NPS in both England and Wales will utilise the existing support functions within NOMS and the MoJ, including HR, Finance, Procurement, ICT, Estates, Communications and Legal Services, and will move to use the MOJ shared service model for delivery of HR Services, Payroll Services, Finance Services, Procurement Services, Customer Contact Services and Learning Services.

Divisional corporate teams will provide support for each division. These teams will be multi-functional, focusing on supporting the divisional team. Where appropriate they will include Business Partners providing specialist expertise to support local needs.

WHAT THE NPS WILL DO

The NPS will directly manage offenders who pose a high risk of serious harm to the public (including those whose risk has escalated to high during the course of their sentence) or those released from custody who have committed the most serious offences and all

MAPPA. The NPS will supervise the offenders it manages and will deliver some specialised interventions for them, but in general will purchase interventions from CRCs.

The NPS will also be responsible for advising the courts on sentencing and conducting risk assessments at the outset and determining allocation of cases between the CRC and NPS. It will also respond to potential escalations in risk and where appropriate take enforcement action in cases referred to it by the CRCs.

The CEO of NOMS (Michael Spurr) will oversee the new organisation. The Director of Probation (Colin Allars) and the Director of NOMS for Wales (Sarah Payne) will report to the NOMS CEO. They will be responsible for the delivery of services and will represent the NPS nationally to ministers and in other strategic forums.

There will be a distinct identity for Wales within the national structure to reflect the devolved nature of Wales and very different local landscape in which the service needs to be delivered. In England, there will be six divisions, each headed by a Deputy Director: London, South East, South West, Midlands, North West, and North East. There will also

be a Deputy Director - Development and Business Change. They will focus on the delivery of operational activity and ensure that operational practice is properly co-ordinated, with a commitment to the continuous improvement of service delivery.

The new divisions will be made up of the following Probation Trust geographical areas:

South East and Eastern – to cover current Probation Trust areas: Kent; Surrey & Sussex; Bedfordshire; Cambridgeshire; Northamptonshire; Essex; Hertfordshire; Norfolk & Suffolk

South West – to cover current Probation Trust areas: Thames Valley; Hampshire; Devon & Cornwall; Dorset; Avon & Somerset; Gloucestershire; Wiltshire

North West – to cover current Probation Trust areas: Merseyside; Cumbria; Lancashire; Cheshire; Greater Manchester

North East – to cover current Probation Trust areas: Northumbria; Durham Tees Valley; York and North Yorkshire; Humberside; West Yorkshire; Lincolnshire; South Yorkshire

Midlands – to cover current Probation Trust areas: Derbyshire; Leicestershire; Nottinghamshire; Staffordshire & West Midlands; Warwickshire; West Mercia

London – to cover current London Probation Trust area.

Wales – To cover current Wales Probation Trust areas.

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National Offender
Management Service



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