

**LANCASHIRE MAPPA SMB ANNUAL REPORT**  
2013-2014



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## FOREWORD TO THE REPORT

The View of the SMB Chair, Graham Beck, Governor HMP Kirkham, Lancashire.

At this time last year, my predecessor as Chair of the Strategic Management Board noted that a healthy culture of partnership working and the sharing of skills and experience, allows us to continue to work together to change the lives of offenders, manage and mitigate any risks posed, and improve the future for the communities of Lancashire.

A year on, it is clear that changes in all agencies contributing to our endeavours have presented us with significant challenges, but professionals and volunteers working in partnership have found ways to continue to deliver effective risk management. Even more impressively, practitioners have gone further and worked as pioneers of improvement by testing the new “Four Pillars” approach developed by Professor Hazel Kemshall (De-Montfort University). This work has enabled MAPPA meetings to bring an improved level of analysis, and an increasingly sophisticated approach to risk management and communication.

The SMB brings together senior leaders from all the key agencies and voluntary sector organisations with responsibilities for managing those who present the highest levels of risk of committing violent and sexual offences across Lancashire. It is the responsibility of the SMB to ensure multi-agency working is effective and the quality of risk management planning and delivery continues to be delivered to an appropriate high standard.

Over the year, the SMB has monitored the engagement of the ‘Responsible Authorities’ and ‘Duty to Cooperate’ organisations at MAPPA meetings, and has seen an improvement in attendance. This important work ensures there is a sufficient scrutiny and planning to manage a wide range of potential risks, a key element of the multi-disciplinary/ multi-agency approach that has proved to be effective.

In the coming year, the SMB will plan to further integrate the ‘Four Pillars’ approach and share good practice across Lancashire. Our engagement as a pilot area enables our practitioners to inform national development of the model and to ensure local expertise shapes future policy and practice. In partnership with local experts from mental health, we will aim to continue to develop risk management practices for offenders who also present with complex mental health needs.

I believe we should be proud of the success of the Lancashire MAPPA SMB in bringing together police, prisons, probation, Youth Offending Service, accommodation providers, Health Service Providers, Fire and

Rescue Service, Department for Work and Pensions/ Job Centre Plus, Local Authority Social Services, Home Office Immigration Enforcement, Electronic Monitoring providers, faith groups and a diverse range of voluntary agencies to work together to protect the public in our county.

The coming year will be no less challenging than the last. Significantly, the National Probation Service has now been established to manage offenders who present a high level of risk to the public, and Community Rehabilitation Companies will take on the supervision and case management of those less likely to commit sexual and violent offences. We know that changes to welfare benefits provision will impact on offenders’ lives, and the resources available to deliver effective risk management will not increase. We remain optimistic as a partnership team that the vast amount of experience and expertise available will continue to offer resilience and a positive approach to the continuous improvement of our work across Lancashire.

# What is MAPPA?

## MAPPA BACKGROUND

- MAPPA is a set of arrangements to manage the risk posed by the most serious sexual and violent offenders under the provisions of the Criminal Justice Act 2003
- They bring together Police, Probation and Prisons in each of the 42 areas in England & Wales into the 'Responsible Authority' ( RA)
- A number of other agencies- the Duty to Co-operate ( DTC) work with the RA in MAPPA, the DTC's can include Social Services, Housing etc
- The RA appoints two Lay Advisers per area to form part of the SMB along with senior managers from the RA's and the DTC's.
- Lay Advisers are the 'critical friend' to the SMB in their independent role. They also bring their awareness of the local community to inform local MAPPA activity

## MAPPA IN ACTION

- MAPPA eligible offenders are identified by Police, Probation , YOT and Mental Health colleagues, one agency will be the lead agency for the offender depending on the offender's age/court sentence. Information is shared amongst agencies to ensure that risk assessments and risk management plans are robust and identify all risks
- Once the sharing of information has taken place with appropriate agencies, the majority of cases are then managed by the lead agency. However, with some cases, active and formal multi-agency management is required and there will be regular MAPPA meetings attended by relevant agency managers and practitioners.
- There are 3 categories of MAPPA eligible offenders
  - Category 1** – registered sexual offenders
  - Category 2** –violent offenders sentenced to 12 months plus suspended/ immediate custody or a Hospital Order
  - Category 3** – offenders not qualifying under categories 1 & 2 but who have a previous caution/conviction which indicates a capacity to cause serious harm and which requires this formal multi-agency approach.
- There are three management levels intended to ensure that resources are appropriately focussed upon the most concerning cases where there is an imminent risk of serious harm
  - Level 1**- single agency management
  - Level 2**- cases requiring the active management of more than one agency to 'add value' to the lead agency's risk management plan
  - Level 3** – cases requiring enhanced management of more than one agency where for example senior management attendance is required to commit resources.

## VISOR

MAPPA activity is supported by VISOR which is a national IT system for the management of those who pose a serious risk of harm to the public. Initially this was a Police system but now is used by Probation and Prisons. This combined use of VISOR by the Responsible Authorities increases the sharing of intelligence and enables the safe, prompt transfer of key information so enhancing public protection.

## HOW WE MANAGE SEXUAL AND VIOLENT OFFENDERS IN LANCASHIRE

MAPPA aims to keep you safe and everyone who works in Lancashire in the criminal justice system prioritises working collaboratively to protect the public from potentially dangerous offenders who are being supervised within the community.

To ensure this, the offenders who have committed the most serious sexual or violent crimes must be managed through specific procedures called Multi-Agency Public Protection Arrangements (MAPPA) . These arrangements have been in existence for over 12 years and are tried and tested in Lancashire.

MAPPA is the process through which the three Responsible Authorities- Police, Probation and Prison work together with other agencies such as Social Services, Housing, Youth Offending Service to protect the public.

All criminal justice colleagues must have comprehensive knowledge and understanding of MAPPA and be able to identify the role they must fulfil under these arrangements.

Many offenders managed through the MAPPA process are serving prisoners about to be released into the community on licence supervision. This licence release means that these offenders may be subject to certain licence conditions which affects the conditions of release. These robust controls are imposed on an individual basis and in some cases for offenders assessed as presenting a high risk of serious harm to the public, there may be several additional licence conditions imposed to manage the identified risk. This may mean they may have to reside where approved in the community, adhere to a curfew, be restricted from visiting certain places or having contact with certain people etc. In addition, these offenders will be instructed to report regularly to their Probation/YOT offender manager who holds responsibility for case management. The offender manager rigorously monitors the offender's behaviour in the community often in conjunction with other MAPPA agencies and should concerns arise, a recall to prison custody is actively considered.

At the same time, public protection in Lancashire is keen to ensure that quality services are delivered to victims to assist them through the traumatic and potentially devastating effect violent or sexual crime may have on themselves or their families.

Lancashire MAPPA SMB regard all sexual and violent crime seriously and this senior management board is committed to reduce the risks posed by certain offenders in our community. However, not all risks can be eliminated entirely and on occasions these individuals go on to re-offend. However, within the county, we maintain our impressive record in reducing this risk and by working together we are developing new approaches to risk management to make the community safer.

Violent and sexual offending is a sensitive issue which understandably provokes strong emotions and fear. This report has been prepared to explain how MAPPA works through the joint efforts of agencies who prioritise public protection.



# The responsible authorities delivering MAPPA in Lancashire

## THE MAPPA STRATEGIC MANAGEMENT BOARD (MAPPA SMB)

The membership of this board includes senior managers from each Responsible Authority and Duty to Co-operate agencies. These representatives have sufficient seniority to make a valuable contribution to the development, funding and maintenance of robust multi-agency public protection procedures on behalf of their own individual organisations.

The SMB has responsibility for the management of MAPPA activity across the county and as such is required to review its operations to ensure on-going quality and effectiveness. It must also keep abreast of any relevant changes in legislation or guidance to accommodate or action these.

### The Lancashire SMB comprises of:

<b>Prison</b>	<b>Governor , Chair</b>
<b>Police</b>	<b>Detective Superintendent , Deputy Chair</b>
<b>Probation</b>	<b>Assistant Chief Officer</b>
<b>Lay Advisers</b>	<b>Independent locally based people appointed by Ministry of Justice</b>
<b>Housing</b>	<b>Local Authority Senior Housing Manager</b>
<b>Health Services</b>	<b>Lancashirecare Foundation Trust Senior Manager</b>
<b>Children's Social Care</b>	<b>Lancashire, Blackpool, Blackburn with Darwen Senior Manager(s)</b>
<b>Adult Social Care</b>	<b>Lancashire, Blackpool, Blackburn with Darwen Senior Manager(s)</b>
<b>Youth Offending Service</b>	<b>Lancashire, Blackpool, Blackburn with Darwen Senior Manager(s)</b>
<b>Dept of Work &amp; Pensions</b>	<b>Job Centre Plus Senior Manager</b>
<b>Electronic Monitoring Service</b>	<b>EMS Senior Manager</b>
<b>Lancashire Fire and Rescue</b>	<b>Senior Manager</b>
<b>Victim Support</b>	<b>Senior Manager</b>
<b>MAPPA Coordinator</b>	<b>Senior Probation Officer, National Probation Service</b>

The board meets quarterly in Lancashire at Lancashire Constabulary HQ. It works to an annual business plan, publishes an annual report and commissions MAPPA Awareness training for RA and DTC colleagues. Should an offender managed at MAPPA level 2 or 3 be convicted of a serious offence, then the board must commission a MAPPA Serious Case Review; the purpose of this is to examine whether the MAPP arrangements were effectively applied and whether the agencies worked together to do all they reasonably could to manage the risk of further offending in the community.

## NW NPS

Roz Hamilton  
Deputy Director of Probation

The new National Probation Service North West Division places the highest priority on managing risk and public protection. The new service began operating on 1st June 2014 and will work closely with all partners - including the 3 Community Rehabilitation Companies covering the north west, to ensure that MAPPA responsibilities are effectively discharged.

Arrangements in Lancashire have been characterised by exceptionally positive collaboration between partners. The introduction of 'Four Pillars' has enhanced working relationships and provided a clearer framework within which all professionals contribute to the assessment and management of risk and within in which, the offender's perspective can be actively communicated. Going forward, the focus must remain on good communication between partners, the provision of high quality assessments and robust risk management plans that are effectively delivered.

As the new National Probation Service re-defines its practices and processes, it is likely that there will be changes to operational structures. Consultation and dialogue with partners will be key to the continuing success of working relationships that deliver best practice in relation to MAPPA. I am confident that this will be achieved and look forward to working with all partners to build on our successes.

## PRISON SERVICE

Alan Scott  
Deputy Director of Custodial Services

The Prison Service has continued to work towards improved public protection standards across the North West in the past year. An increased focus on working with our partners to ensure risk management is informed by accurate information through our offender assessment system (OASys) is proving invaluable. And our performance in both providing a report and also attending MAPPA meetings held on offenders in Lancashire prisons has been maintained this year.

As the county has been a front-runner in the implementation of the 'Four Pillars' approach to risk management, prisons will benefit from the focus provided and will continue to engage with partner agencies to enable release planning to be effective.

Organisational changes across the National Offender Management Service (NOMS) and the Transforming Justice Programme continue to be managed with care.

This is an unprecedented era of change which presents challenges to all our services, but I remain confident that the Prison Service continues to engage with MAPPA agencies and partners to deliver effective risk management of those offenders in prison custody.

## POLICE

Steve Finnigan  
Chief Constable

MAPPA plays a central role in Lancashire Constabulary's response to public protection, and the Service remains committed to working in partnership with other agencies to develop strategies to manage the risks we face from offenders residing within our communities.

Our mission is to keep people safe from harm, especially the most vulnerable. A key feature of our work towards achieving this is through MAPPA, which requires professionals from various agencies to work together in protecting the public, this has significant resource implications for all of those agencies and it is worth noting that in recent times there has been a significant increase in the numbers of sex offenders managed through MAPPA in the community.

Protecting the most vulnerable members of our communities remains a strategic priority for us as a police service, and I remain committed to MAPPA as the mechanism for delivering effective multi-agency interventions in this area.

Our reorganisation and investment in this area, at a time when resources are getting ever more precious, demonstrates that commitment in a practical fashion and sends a clear message that we will continue to work with our partners to effectively protect the public of Lancashire.

I am proud of the success of the Lancashire MAPPA and the way the Constabulary has consolidated the Dangerous and Sexual Offenders Units into two hubs, each under a Detective Inspector, which have provided a dedicated and more consistent approach to managing the risk and engaging with MAPPA.

# MAPPA at work

## MENTAL HEALTH & MAPPA

The essence of MAPPA is the multi-agency discussion and information sharing to manage the risks that individuals can present to themselves, significant others and the general public. MAPPA is of high relevance to the treatment and support of individuals with mental disorder living in the community.

Lancashire Care NHS Foundation Trust (LCFT) is the main provider of local mental health services, frequently interfacing with Probation and Prison Services. One example is the Forensic In-Reach team (FIT) which undertakes various specialist functions including Community Personality Disorder Service, Inpatient Support, Prison Transfer, Autism Spectrum Conditions, gatekeeping for Personality Disorder hospital admission and MAPPA liaison. FIT work with services and care teams, supporting the implementation of strategies and interventions to ensure appropriate support is provided locally in the least restrictive environment, promoting recovery and rehabilitation.

The Community Personality Disorder Service provides a case consultation/formulation service to offender managers to improve the psychological understanding of individuals who have personality related difficulties. This is a partnership arrangement between the National Probation Service and LCFT as part of the national Personality Disorder Offender Strategy.

Case Consultation/Inpatient Support Service provides time limited specialist risk assessments, formulation and recommendations for interventions to the referring agencies within LCFT and South Cumbria.

Autism Spectrum Conditions provides assessment, formulation, gatekeeping and placement review for individuals with suspected or diagnosed Autistic Spectrum Condition by specially trained team members.

Prison Transfer Service provides nursing and psychological assessment, formulation, risk management and care planning advice into the five prisons within Lancashire. The team support admissions and discharges between prisons to specialist medium secure beds to improve care pathways. The team also input into Complex Case Forums that are held within the prison estate.

FIT also deliver training programmes around personality disorder, mental illness, autism spectrum and risk management to agencies within Lancashire and Cumbria.



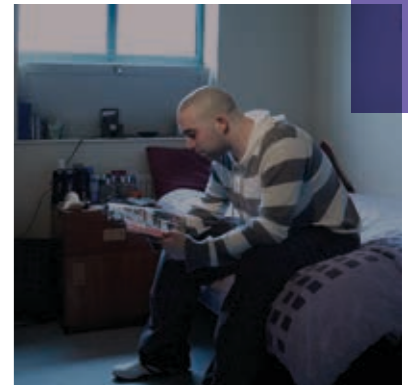
## THE YOUTH OFFENDING SERVICE AND MAPPA

Child A was convicted of an offence of rape and indecent assault and was sentenced to a Youth Rehabilitation Order. A referral was made to MAPPA immediately following sentence.

A number of agencies were involved with Child A, their parents and extended family and due to the complex nature of the case it was necessary to have tight coordination from a central point and to exchange information to properly assess and manage the risk Child A posed.

Whilst the YOT had experience of managing cases similar to Child A's, this case was far from straightforward and required strong multi agency engagement to manage the risk presented. An example of this multi agency working was evident when Child A secured a place at a local educational establishment. Alongside colleagues from the YOT and Child A, the educational establishment put in place a formal risk management plan to enable the young person to continue and advance their education whilst protecting other young people attending the same educational establishment. In addition to this the MAPPA framework facilitated the excellent multi agency communication and working between the police, Youth Offending Team, Children's Social Care, the local council housing service and the Child and Adolescent Mental Health team to manage Child A's complex risks and needs.

This is a good example of how through the MAPPA framework agencies ensured that the young person was supervised appropriately, there was appropriate levels of monitoring and control in place, relevant interventions were provided, the needs and protection of the victim were taken into consideration and agencies were held to task and worked well together.



## THE PRISON SERVICE AND MAPPA

Paul is a 34 year old man who served a 15 year sentence for involvement in a conspiracy that imported and distributed Class A drugs.

This was an organised enterprise and upon arrest Paul was found with a variety of weapons including a machine gun and live ammunition together with a large quantity of drugs.

Paul has several previous relationships including one with a young woman with whom he had twin boys. However, there had been a history of domestic violence in this relationship and Children's Social Care described his former partner as extremely vulnerable.

Paul progressed through his sentence and completed all his sentence plan and resettlement goals. But 12 months before release, Paul's Offender Manager contacted the prison with a report of Paul attempting to contact his ex-partner through a third party and making threats.

Consequently, the prison monitored Paul's phone calls and mail. Although there was no evidence of an ongoing risk to his ex-partner, telephone monitoring revealed that Paul had developed a new relationship with a young woman called Mandy who also had a small child.

Formal MAPPA risk management took place from an early stage and requested the prison to continue monitoring this prisoner's communications and also asked his Offender Supervisor to speak with him about this new relationship. Paul was evasive when questioned and was reluctant to disclose details of his new relationship.

However, continued monitoring identified that Paul and Mandy were planning to marry after his release, and the Prison used Visor to share information with other responsible authorities.

MAPPA developed a robust risk management plan which imposed restrictive interventions on Paul and when this was explained to him prior to release, he agreed to comply and fully disclosed details of his relationship.

Paul was released from custody to reside in a Probation Approved premises under a curfew. He was also prohibited from making any contact with his ex-partner and children and an exclusion zone was put around the area of her home. Paul also agreed to disclose details of any developing personal relationships and to work with Children's Social Care. Paul has been released for over 12 months now and has not breached his licence conditions.

# The four pillars of risk management

This approach to risk management has been developed by Professor Hazel Kemshall, De Montfort University. Prof Kemshall explains especially for this report the rationale for the new approach and she says;

"In 2011 there was a joint Inspection undertaken by HMI Probation and HMI Constabulary 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, particularly highlighting issues with level 2 and 3 Risk Management planning and assessment.

In 2012 Leicester and Rutland MAPPA SMB undertook a project to improve this area of work and piloted a model: 'Four Pillars of Risk Management' adapted from Scotland under a consultancy provided by Professor Hazel Kemshall, De Montfort University.

The model focuses attention on: supervision, monitoring and control, interventions and treatment, and victim safety planning, and requires a coherent and integrated approach to risk management planning and delivery. Following a pilot in other MAPPA areas including Lancashire, the model is now being adopted by the National Offender Management Service (NOMS) for all MAPPA areas."

## SUPERVISION

## MONITORING & CONTROL

## INTERVENTIONS & TREATMENT

## VICTIM SAFETY

Lancashire MAPPA SMB agreed to be a pilot area for the Four Pillars approach. And following training events, the approach was rolled out to all Level 3 MAPPA meetings across Lancashire and Level 2 meetings in Lancaster from 1st January 2014. This has now been extended to all initial Level 2 meetings across Lancashire.

Along with other pilot areas (Merseyside, Cumbria, Dyfed-Powys and Leicester) Lancashire SMB are reporting on the outcome of the pilot to Professor Kemshall which will then help to inform the national roll-out under NOMS in 2015.

The feedback from agencies attending the MAPPA meetings under the Four Pillars in Lancashire has been very positive. They are much more aware of the lead agency in the case and their pivotal role in presenting information about the case and the current risk management plan. Agencies feel more confident in sharing information about the case they too may possess and this sharing under MAPPA needs to be lawful, necessary and proportionate to manage the risk.

MAPPA meeting attendees report greater awareness of the signs of increased risk and how to report these to the lead agency. Also attendees are more aware of the existing risk management plan and

how within their agency they may be able to 'add value' to this plan under one or more of the Four Pillars. For instance, with a probation managed case, police colleagues may be given an action at the MAPPA meeting under the 'monitoring and control' pillar to undertake visits to the MAPPA offender's home to ensure that a curfew is being adhered to at all times. 'Adding value' to the existing plan is a core MAPPA function.

At the MAPPA meeting, each attendee is provided with a laminated pack so that they can follow the meeting with sight of the individual 4P's documents being used by the Chair. Towards the close of the meeting, all attendees will be asked their view on the offender's risk of serious harm and there is the risk framework to guide these discussions.

MAPPA level 3 meetings are held on each case every 8 weeks and every 16 weeks for Level 2 case.

### MAPPA CHAIRS PERSPECTIVE OF THE 4 PILLARS OF RISK MANAGEMENT

Detective Inspector J. Dent and Senior Probation Officer G. Staniforth provide a perspective on chairing a MAPPA meeting under the Four Pillars approach;

The role of the MAPPA Chair can be a challenging one given the responsibility of successfully navigating a meeting

around issues of public protection.

Individuals being discussed at MAPPA meetings are the critical few cases where the risk of harm is deemed to be serious and imminent. Multi-Agency Risk Management meetings can be complex because there are multiple issues and a plethora of information being discussed and shared in line with confidentiality and diversity agreements.

Previously meetings lacked focus on risk management and responsibility was on the Chair to ensure that all areas of risk had been thoroughly analysed and discussed. There was a lack of real structure and a significant amount of pressure on the Chair to ensure that nothing had been missed.

The 4 Pillars of Risk Management provides Chairs with a structured format which focuses on risk assessment and risk management. As Chair we feel confident that no stone has been left unturned and robust risk management plans are produced.

Each pillar (Supervision, Monitoring and Control, Interventions and Treatment and Victim Safety) focuses on specific areas of risk, how it will be managed and by whom; specific actions are set under each pillar.

As a result of this format Chairs feel much more confident reducing the level of Mappa management. Chairs particularly like the 'offender thought map' which provides the Mappa panel with an insight into how the offender perceives their own risk and what success would look for them in the future.

# MAPPA – looking to the future in Lancashire

Margaret O'Brien, the Circles Co-ordinator writes about this new initiative which is being rolled out in Lancashire to reduce the risk of further offending by sexual offenders.

It is anticipated that the county will have shortly three Circles of Support & Accountability working out from Lancaster, Blackpool and East Lancashire. This initiative provides 'added value' to the lead agency's risk management plan for sexual offenders by providing both support and also monitoring in the community.

Circles is an initiative set up to offer a community contribution to reducing re-offending by those who have committed sexual offences.

Identifying suitable members of the public to monitor and support a sex offender in the community has proved to be an extremely effective way of reducing this risk.

Volunteers are trained, supported and supervised by appropriate professionals throughout the period of contact with offenders and are further assisted by the network of public protection agencies currently in place.

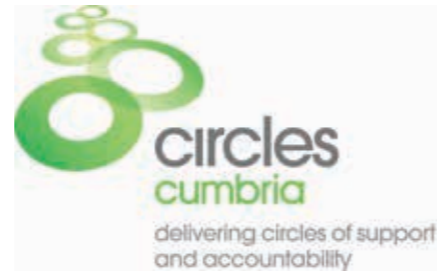
The Circles theoretical framework is based on 3 key principles to reduce re-offending:

SUPPORT	MONITOR	MAINTAIN
Reduce isolation and emotional loneliness	Public protection	Hold offender accountable
Model appropriate relationships	Support statutory bodies MAPPA, police etc	Relationship of trust
Demonstrate humanity and care	Safer communities	Maintain treatment objectives

Referrals to Circles of Support and Accountability can be made from a variety of sources; probation, Social Care, health authorities, police or offender themselves.

Any enquiry is first discussed with the coordinator before a formal referral is made, case information is requested including risk assessments and any offence based work already done in prison or the community and also what the level of need may be of that individual and the key areas the referrer wants the circle to focus upon.

The coordinator will then interview the offender and complete an assessment to ensure suitability and motivation of that person.



Volunteers are drawn from a range of sources, the volunteer bureau, existing probation volunteers, local community and philanthropic societies etc and will hopefully be representative of the general community. Assessment of the suitability of volunteers is crucial and the following format is closely followed to ensure we get the 'right' people for this work.

All suitable candidates would then go on to undertake a 16 hour training schedule and a referral to the Disclosure and Barring Service for a criminal record check. Following successful progression through this the selected volunteers would then be allocated to a 'team' or circle that would then be matched with a suitable offender ( core member) with whom they would have made a commitment to work with for a period of no less than one year.

The core member will have been assessed as high risk, high need and will have shown motivation and commitment to remain offence free and be willing to engage with a circle to assist their reintegration into the community.

This circle would then work together following the three key principals outlined earlier in order to establish and maintain successful progression through the core members licence or supervision period. At all times during this process the 'circle' will be overseen by the coordinator and the volunteers will receive supervision and on-going support.

The coordinator will have a responsibility to report to the Lancashire MAPPA Co-ordinator and agencies involved in the case to ensure transparency, public protection and effective communication.

## POLYGRAPH TESTING FOR HIGH RISK SEXUAL OFFENDERS ON LICENCE SUPERVISION

In May 2014, the then Justice Minister Jeremy Wright introduced the implementation of polygraph testing for high risk sexual offenders who are subject to licence supervision following a period of prison custody.

This testing will be a mandatory licence condition for qualifying offenders sentenced to specific sex offences who receive a prison sentence for 12 months or more and who are assessed as presenting with a high risk of serious harm and a high risk of sexual re-offending.

In addition, limited polygraph testing will also be available for offenders not presenting as high risk in both of these categories, although these cases will need to be discussed and agreed with the National Offender Management Service.

Nationally, a group of seven Probation Officers have been rigorously selected and trained to become polygraph examiners and each of the examiners has been allocated an area in England and Wales to complete polygraph testing on those offenders identified for this initiative. The testing for each offender will be within two/four months of release from prison and thereafter every six months when the test result is that the offender is being truthful in their responses. Where the result is 'deception indicated' the next test will be brought forward to three months after the last polygraph.

The Government anticipate that 800-1000 sexual offenders will be subject to this testing in England and Wales which will commence from October 2014, and this will provide a welcome opportunity for probation officers to check the offender's compliance with licence conditions.

Polygraph testing for sexual offenders in the UK is part of a menu of the government's undertaking to tighten up on this group of offenders to protect the public and to prevent more victims. Ministers were keen to introduce polygraph testing for sexual offenders following on from a successful pilot held

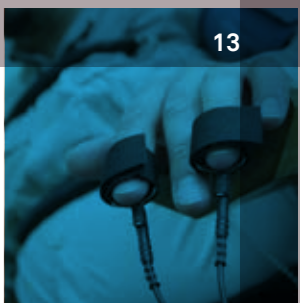
between 2009 and 2012 in the East and West Midlands Probation Areas.

Polygraph testing in the round, has often been referred to as the 'lie detector' and has been used world wide to recruit staff into sensitive posts and also to assist the management of sexual offenders. It works by the offender wearing a number of sensors attached to a machine which can pick up changes to blood pressure, pulse, and perspiration when asked a series of 'yes or no' questions.

The tests begins with three or four simple questions, which helps the examiner to establish the 'normal' levels for an individual's signals e.g. 'normal pulse'. And once the main test commences, a faster heart rate, increase in blood pressure etc can well indicate that the offender is not telling the truth.

Should the sex offender not pass the test, their responses to certain questions provides their probation officer with the required information to review the risk management plan for this offender. The offender will not be re-called to prison custody for failing the test without further information and investigation. Recall cannot be instigated solely because the offender gives answers which indicate deception. However, the information obtained through the polygraph examination must be used by the Offender Manager to manage the offender. For example: if information emerges that indicates the offender has breached his/her licence conditions, enforcement action may be taken, including immediate or standard recall, if in the Offender Manager's judgement this is required to protect the public. Failure to attend for testing, deliberately sabotaging it or failing to co-operate with the examiner may well result in a recall to prison custody.

Probation Officers in Lancashire have completed polygraph testing awareness briefings and a number of Lancashire sexual offenders have the polygraph testing condition as part of their licence, the testing will commence in October 2014.



# MAPPA – looking to the future

## RESEARCHING REGISTERED SEX OFFENDERS

The Lancashire MAPPA SMB is leading the way in developing a greater understanding of how and why Registered Sex Offenders (RSO's) live in particular areas.

As a result of discussions between Lancashire and Humberside police, Helen Codd, from the Lancashire Law School at the University of Central Lancashire (UCLAN), is working with Dr. Karen Harrison of Hull University to explore questions such as whether RSO's return to their 'home' areas after prison, or move to new areas, and whether the existence of prisons and Approved Premises can have an impact on the number of RSO's living locally.

Helen Codd is in a unique position to undertake this research, as she is an experienced University lecturer and researcher in the fields of Law and Criminal Justice, and is also a Lay Adviser to the Lancashire MAPPA SMB. Dr. Karen Harrison is an acknowledged expert on the management of RSO's in the community.

Both Lancashire and Humberside have relatively high numbers of resident RSO's compared to some counties, and this research has been prompted by discussions between police officers working in public protection as to why this is the case.

Although there is no shortage of research into sex offenders, there has been no similar study of RSO residence in the UK, so this research is ground-breaking.

The research has begun with an analysis of the computerised records held for a sample of RSO's living in each area, from which Helen Codd and Karen Harrison are identifying patterns of residence related to the type of offence, place of birth, gender, age, ethnicity, employment status and other relevant factors. Once the analysis of this sample is complete, they will seek funding from a major research council for the next stage, which will involve experienced researchers interviewing Level 2 & 3 RSO's to explore further how RSO's choose where to live after leaving prison, and whether some areas are attractive to RSO's because of factors such as affordable rented housing, perceived high numbers of potential victims such as runaway teenagers, and high numbers of lone parents through whom future victims could be accessed.

In the future, this knowledge could affect how RSO's are managed in the community, and contribute to the on-going protection of the public.



## EARLY ACTION

Early Action is a people focused preventive approach which may well reduce the need for active MAPPA management going forward.

Demand on public services is rising alongside changing community needs and budgets are shrinking, therefore the time is right for a new approach to delivering services.

Public services can no longer work in silos but must work together to reduce demand but more importantly support and enable individuals and families to achieve their potential and lead independent lives.

As a police service, Lancashire Constabulary has been developing the Early Action approach over the last 3 years and there is now a solid foundation across many partnerships including MASH (multi-agency safeguarding hub) and local initiatives to enable the Early Action approach to be taken to the next level.

### WHAT IS EARLY ACTION?

Early action is essentially prevention but not the traditional prevention such as target hardening and neighbourhood watch, it is people focused prevention.

In simple terms it is preventing teenagers currently engaging in anti-social behaviour moving into crime. For example, it's putting measures in place to prevent the elderly lady with dementia becoming a victim of criminals or ensuring that the person who calls the police threatening to self-harm has long term help leading to long term solutions. It is about improving quality of life for all and making lives worth living.

Early Action is not a totally new approach, it is essentially problem solving, getting to the root cause of the issue and involves a range of partner

agencies intervening early to prevent problems occurring rather than picking up the pieces and dealing with the consequences. Intervening to prevent problems escalating to crisis will involve partner agencies developing shared budgets, rooting out duplication, sharing data and integrating frontline teams to provide a single service focused on facilitating the right interventions and ongoing support at the first contact and so doing the right thing first time.

There are essentially 3 types of Early Action:

#### – Primary Prevention

Preventing or minimising the risk of problems arising- examples of this are Public Health campaigns such as '5 a day' or a school education programme about Child Sexual Exploitation.

#### – Secondary Prevention

Targeting individuals or groups at high risk or demonstrating early signs of a particular problem to try to stop it occurring. For example a teenager going missing for the first time and threatening self-harm.

#### – Remedial intervention

Intervening once there is a problem to prevent it from becoming worse. Examples of this are offender management and youth offending prevention activity.

Much of police activity will be either secondary or remedial intervention as a call to police indicates that there may already be a problem.

However the majority of these problems do not require a statutory response, they are at the lower level of need, were, in many cases the outcome of police attendance is either no further action or a referral to the MASH which then assesses and plans activity.

At this point when the police are called the individual or family are in a period of transition where the right help at the

right time can have a big impact. It is therefore vital that we take the opportunity to prevent those individuals from descending into deeper crisis that will ultimately be damaging to them and also create an even greater cost to society in managing the consequences.

### WHY INVEST IN EARLY ACTION?

Focusing on getting to the root cause of the problem and working with individuals and families to create sustainable solutions will ultimately reduce demand on public services as the need for service is reduced going forward. Currently there is a widely recognised need to reduce this demand on services:

*"Future demand will not only outstrip current supply, but is likely to overwhelm public agencies with a set of needs that do not correspond to the service models of today, and that will challenge the very basis of public services."*

### Managing Demand – Building Future Public Services 2014

There is also a cost benefit from intervening early; for every person who is diverted from prison, or each child who is prevented from the need to go into care is a huge cost saving to society. However most importantly Early Action will ultimately create better lives for children families and individuals, as services support and enable people to manage and cope with problems and build community resilience by cultivating volunteers to support and enable vulnerable people.

There are Early Action teams in each of the three Divisions in the Constabulary who take referrals for individuals who may benefit from Early Action.

These teams work closely with partners to resolve issues and, over the coming months, Early Action and the principles behind it will come to be recognised and accepted as the 'way we do things'.



## 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	1554	775	-	2329
Level 2	25	29	9	63
Level 3	1	3	2	6
Total	1580	807	11	2398

### 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	64	63	22	149
Level 3	4	9	9	22
Total	68	72	31	171

RSOs cautioned or convicted for breach of notification requirements	73
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### RESTRICTIVE ORDERS FOR CATEGORY 1 OFFENDERS

SOPOs, NOs & FTOs imposed by the courts	
SOPOs	124
NOs	1
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	4	12	0	16
Level 3	0	1	0	1
Total	4	13	0	17

### BREACH OF SOPO

	Category 1: Registered Sex Offenders	Category 2: Violent Offenders	Category 3: Other Dangerous Offenders	Total
Level 2	2	-	-	2
Level 3	0	-	-	0
Total	2	-	-	2

Total number of Registered Sexual Offenders per 100,000 population	122
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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.

## EXPLANATORY COMMENTARY ON STATISTICAL INFORMATION

### MAPPA BACKGROUND

The totals of MAPPA eligible offenders, broken down by category, reflect the picture on 31st 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) – these 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 five 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 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.

# Frequently asked questions

Sexual - and other high risk – offenders living in the community is an extremely emotive subject. We know that many people have questions about how these offenders are managed so we have compiled a list of frequently asked questions to reassure you that we take your concerns seriously.

## WHAT AUTHORITY DOES MAPPA HAVE AS A BODY IN ITS OWN RIGHT?

MAPPA is a set of arrangements rather than a body in its own right. The agencies that make up MAPPA retain their primary responsibilities independently of what they do under MAPPA. The prison, police and probation services, who are the responsible authority, establish MAPPA in their area. Other agencies such as housing, health, education, Social Care Services, Youth Offending Teams, Job Centre Plus, UK Immigration and Enforcement and electronic monitoring providers are known as the duty to co-operate agencies and under law they have a duty to co-operate with the responsible authority. MAPPA cannot make any agencies do anything which is outside its usual responsibilities, but the strength of MAPPA comes from all agencies working well together.

## DO THE POLICE AND PROBATION STAFF KNOW WHERE ALL MAPPA OFFENDERS ARE LOCATED?

Yes, through using ViSOR they will know where all the MAPPA category 1, 2 (MAPPA level 2 and 3) and 3 offenders are located.

## WHY DO SEX OFFENDERS HAVE TO LIVE IN OUR COMMUNITY?

Sexual offending in our society is geographically widespread. This means that all communities need to accept responsibility for the resettlement of sexual offenders. The law does not allow for all sexual offenders to be locked up indefinitely and we therefore need to settle sex offenders in areas away from victims. To do this, sexual offenders need to be spread throughout the country and each community has to bear its share of the burden. We do, however, make every effort to avoid clustering sexual offenders together.

## WHO'S WATCHING THEM?

The whole purpose of MAPPA is to ensure that where there is a dangerous or violent sexual offender in the community, they may be subject to a multi-agency plan which defines which agency undertakes which role. This would normally involve a whole range of risk management activities. This could include supervision by a probation officer, attendance at programmes to address criminal behaviours, the sharing of information, sometimes surveillance by the police, home visiting and various other checking and the monitoring of employment.

## WHAT HAPPENS IF THE OFFENDER DOESN'T COMPLY?

Registered sexual offenders who do not comply within the notification requirement can be taken to court by the police and could face a fine and/or up to five years in prison. All offenders supervised by the Probation Service must comply with the conditions of their order or licence. Any failure to do so will result in action being taken. For those on licence, this could mean a return to prison and in emergency situations this can happen within two hours. A failure to comply does not necessarily mean that an offence has been committed, it could be a missed appointment or any behaviour which gives cause for concern.

## DO OFFENDERS GO TO MAPP MEETINGS?

Offenders do not attend MAPP meetings but they are usually told about the meeting and decisions made, however, offenders can provide written information about themselves to the MAPPA panel for consideration.

## HOW CAN WE BE SURE THAT THEY WON'T OFFEND AGAIN?

There are never any guarantees that an offender will not reoffend. Whatever intrusive conditions are imposed, outside of prison there is no way that an offender can be managed in a community where their behaviour is monitored continuously. Nevertheless, there are a wide range of restrictive and constructive interventions that can be imposed and our track record of success is a good one. For those offenders who have been released subject to prison licence, (which are the majority of serious offenders), we are able to recall them to prison, even if we have a suspicion that they are behaving in such a way as to indicate a further risk to society.

## WHAT IS MAPPA'S ROLE IN RELATION TO MENTALLY DISORDERED OFFENDERS?

Mentally disordered offenders can also be a MAPPA eligible offender. The offender's management must take into account their mental health needs. Where an offender has been sentenced to a hospital order with or without restrictions for an offence contained in section 15 of the Criminal Justice Act 2003, mental health services are responsible for the management of the case and for identifying them as a MAPPA eligible offender. Where a MAPPA eligible mentally disordered offender is being considered for town leave or unescorted leave in the locality of the hospital, mental health services must ensure they have identified any potential risks to the public and have informed their local MAPPA co-ordinator and/or the MAPPA co-ordinator from the home area of these arrangements.

## WHAT IMPACT HAS THE CHANGES TO THE PROBATION SERVICE, AS A RESULT OF THE GOVERNMENT'S TRANSFORMING REHABILITATION PLANS, MADE TO MAPPA?

Every offender who poses a high risk of serious harm to the public is managed by the public sector probation service. Public sector probation professionals will decide on allocation in each case. They will retain management of every offender who poses a high risk of serious harm to the public and every offender who falls under Multi Agency Public Protection Arrangements (MAPPA). This includes offenders who are convicted of serious sexual and violent offences. Providers will need to ensure that orders of the court are met and that licence conditions are enforced. They will have contractual obligations to work in partnership with the public sector probation service in managing risk of serious harm





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