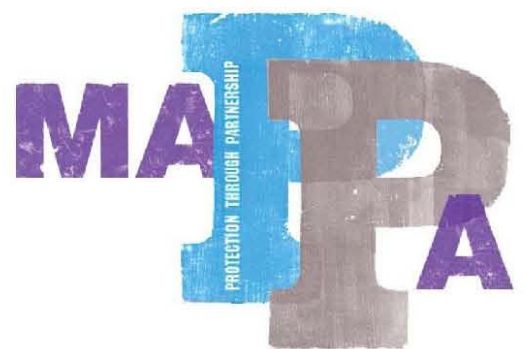


Bedfordshire MAPPA Annual Report 2015-16



Intro

The Bedfordshire MAPPA is overseen by the MAPPA Strategic Board which is made up of senior managers from all the agencies involved in working with dangerous offenders in the county. The Chair of the Strategic Board is shared by Police, Probation and Prison Services who make up the 'Responsible Authority' and who have the statutory duty to ensure that the arrangements for managing dangerous offenders in the county are effective.

The work of Multi Agency Panels in Bedfordshire continues to focus on both the rehabilitation of dangerous offenders and on protection of the Public. This year in Bedfordshire greater emphasis has been placed on screening all the cases that qualify as MAPPA Nominals. This has meant that there is greater management oversight of the entire MAPPA caseload than previously. Cases destined to be discussed at the Panels are fully reviewed jointly by Probation Officers, Senior Probation Officers and the MAPPA Co-ordinator prior to referrals to the Panels being made, thereby ensuring that the right cases are brought to the Panel's attention at the right time.

Along with early identification of cases that will need to be discussed by MAPPA Panels there has been a greater focus on synchronising the work done by offenders in Prison with their supervision in the community. This continues to be greatly assisted by the early involvement of the Bedfordshire Personality Disorder Project and by prison based psychologists. The more effective the work done by offenders in prison, the better the outcome is likely to be once they are released into the community.



Alison Harding
Head of Bedfordshire Local Delivery Unit
National Probation Service
Chair of Bedfordshire Strategic Management Board

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 focused 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.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2016				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	673	221	-	894
Level 2	9	31	12	52
Level 3	1	3	3	7
Total	683	255	15	953

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	13	74	20	107
Level 3	5	3	4	12
Total	18	77	24	119

RSOs cautioned or convicted for breach of notification requirements	28
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RSOs who have had their life time notification revoked on application	4
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	67
SHPO with foreign travel restriction	0
NOs	1

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	0
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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	6	20	5	31
Level 3	0	1	0	1
Total	6	21	5	32
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	121
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This figure has been calculated using the Mid-2015 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 23rd June 2016, 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 2016 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2015 to 31 March 2016.

(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 (x% 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 Harm Prevention Order (SHPO) – (replaced Sexual Offence Prevention Orders) including any additional foreign travel restriction.

Sexual Harm Prevention Orders (SHPOs) and interim SHPOs are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. It requires the offender to notify their details to the police (as set out in Part 2 of the 2003 Act) for the duration of the order.

The court must be satisfied that an order is necessary to protect the public (or any particular members of the public) in the UK, or children or vulnerable adults (or any particular children or vulnerable adults) abroad, from sexual harm from the offender. In the case of an order made on a free standing application by a chief officer or the National Crime Agency (NCA), the chief officer/NCA must be able to show that the offender has acted in such a way since their conviction as to make the order necessary.

The minimum duration for a full order is five years. The lower age limit is 10, which is the age of criminal responsibility, but where the defendant is under the age of 18 an application for an order should only be considered exceptionally.

(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) Sexual Risk Order (incl. any additional foreign travel restriction)

The Sexual Risk Order (SRO) replaced the Risk of Sexual Harm Order (RoSHO) and may be made in relation to a person without a conviction for a sexual or violent offence (or any other offence), but who poses a risk of sexual harm.

The SRO may be made at the magistrates' court on application, by the police or NCA where an individual **has done an act of a sexual nature** and the court is **satisfied that the person poses a risk of harm to the public in the UK or children or vulnerable adults overseas.**

A SRO may prohibit the person from doing anything described in it – **this includes preventing travel overseas.** Any prohibition must be necessary to protect the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

An individual subject to an SRO is required to notify the police of their name and home address within three days of the order being made and also to notify any changes to this information within three days.

A SRO can last for a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed).

The criminal standard of proof continues to apply, the person concerned is able to appeal against the making of the order, and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

A breach of a SRO is a criminal offence punishable by a maximum of five years' imprisonment. Where an individual breaches their SRO, they will become subject to the full notification requirements.

Nominals made subject of a SRO are now recorded on VISOR, as a Potentially Dangerous Person (PDP).

(i) Lifetime notification requirements revoked on application

Change in legislation on sexual offenders

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place which will allow **qualifying sex offenders to apply for a review of their notification requirements.**

Individuals subject to indefinite notification will only become eligible to seek a review once they have been subject to the indefinite notification requirements for a period of at least 15 years for adults and 8 years for juveniles. This applies from 1 September 2012 for adult offenders

On 21 April 2010, in the case of *R (on the application of F and Angus Aubrey Thompson) v Secretary of State for the Home Department* [2010] UKSC 17, the Supreme Court upheld an earlier decision of the Court of Appeal and made a declaration of incompatibility under s. 4 of the Human Rights Act 1998 in respect of notification requirements for an indefinite period under section 82 of the Sexual Offences Act 2003.

This has been remedied by virtue of the Sexual Offences Act 2003 (Remedial) Order 2012 which has introduced the opportunity for offenders subject to indefinite notification to seek a review; this was enacted on 30th July 2012.

Persons will not come off the register automatically. Qualifying offenders will be required to submit an application to the police seeking a review of their indefinite notification requirements. This will only be once they have completed a minimum period of time subject to the notification requirements (15 years from the point of first notification following release from custody for the index offence for adults and 8 years for juveniles).

Those who continue to pose a significant risk will remain on the register for life, if necessary. In the event that an offender is subject to a Sexual Offences Prevention Order (SOPO)/Sexual Harm Prevention Order (SHPO) the order must be discharged under section 108 of the Sexual Offences Act 2003 prior to an application for a review of their indefinite notification requirements.

For more information, see the Home Office section of the gov.uk website:

<https://www.gov.uk/government/publications/sexual-offences-act-2003-remedial-order-2012>

MAPPA in Bedfordshire

Bedfordshire MAPPA and the Approved Premises

Bedfordshire has two Approved premises where MAPPA subjects are often placed when they are released from custody. The Approved Premises both monitor and support the MAPPA subjects as they adapt to life back in the community. Staff are extremely helpful in encouraging their residents to engage with whatever services it is felt that a particular individual needs or wants to engage with.. Bedfordshire is part of a National Probation Service which is run as a series of divisions and in our division there are Approved Premises across the South east of England that will take Bedfordshire Offenders if they need an out of Area placement. It is often the case that the MAPPA panel recommends that a person should start their rehabilitation away from their home area , this can be to protect victims or to assist the MAPPA subject by starting their resettlement away from negative influences where the temptation to go back to criminal behaviours straight after release from custody may prove too great. Bedfordshire MAPPA is very grateful to the Divisional APs and to its own APs for their continued support and hard work in managing and supporting dangerous offenders as they are released from custody.

Bedfordshire Victim Unit

The Bedfordshire MAPPA continues to work closely with the local Probation run victim scheme. The Victim Liaison Officers (VLOs) are invited to the MAPPA meetings and they provide the Panels with the victim's point of view. The VLOs ensure that the victim's voice is heard at the Panels and that recommendations made take full account of the victim issues. Information from victims is also very valuable to the Panels in forming a full picture for risk assessment .

Some comments from Panel and SMB Members in Bedfordshire

"In most MAPPA cases there is a housing issue and for an offender to not have accommodation when released makes the management of cases very difficult to co-ordinate, and in some cases places significant pressure on the limited resources of Approved Premises.

Housing have played a vital role on the Bedfordshire MAPPA panel to support and guide on housing related matters. The input on housing has not solely been to assist with the provision of housing but has proved a valuable to guide and support on matters such as

seeking private rented accommodation in and outside the local area, financial assistance in securing alternative accommodation, challenging other authorities where obstacles are presented where legal duties are triggered, and the facilitating joint working conferences with statutory and voluntary services to take a holistic approach to addressing the housing needs of an individual MAPPA subject."

Sushama Chohan, Housing Solutions Team Leader, Luton Borough Council

"Bedfordshire Police has a dedicated Police Officer within the Violent and Sex Offender Management Unit whose primary role is to assist the MAPPA with the management of Violent Level 2 and Level 3 offenders. The role consists of attending all weekly MAPPA meetings, liaising on a daily basis with all MAPPA partner agencies. This involves assisting Probation Officers right from the start at the MAPPA referral stage through until MAPPA de-registration. On some cases I continue to be involved until the Licence end date. The Multi Agency Panels in Bedfordshire play a key role in protecting the public from high risk violent offenders. In my view the key skills for panel members are the sharing of information and the ability to understand how each agency works. Whilst as a Police officer my focus is to ensure law and order is upheld, my understanding of what needs to be done to rehabilitate offenders has changed in the years I have worked with other agencies. I also believe that the Police do a significant amount to assist dangerous offenders to rehabilitate should they wish to take advantage of the chances that being on a post custody licence gives them to lead a law abiding lives and avoid crime. "

Alex Lazarevic Police Officer , Bedfordshire Violent and Sex Offender Management Unit

"My overall experience of MAPPA is positive. I am able to discuss cases with the MAPPA chair before I make a referral and any referrals I make, are dealt with swiftly by the MAPPA administrator. At the meetings of the panel I get access to a wider range of resources and experiences that the members of the panel from the different agencies bring with them. Overall this creates a 'bigger picture' of the person we are discussing than I could build without the multi agency involvement. For cases where the potential Risk of Harm is great this is invaluable. I am supported in developing a robust risk management plan initially and in between meetings, I am assisted in making good decisions and in generally implementing the risk management plan. I believe that MAPPA , both enhances the offender's chances of success in the

community and ensures the protection of the public, as far as is possible . To me, MAPPA is like having a team of line manager's on call. "

Ali Lenachan , Bedfordshire National Probation Service.

My role is to attend MAPPA each week. Prior to attending MAPPA I will check Bedford Social Care's case management system to see if the people on the agenda to be discussed at MAPPA have children that are known to children's social care. I will provide information to MAPPA if the children/family is known. If the adults/children are discussed I will record this information on the case management system. If a case is discussed at MAPPA that raises concern for the safety of a child I will advise the agencies involved to make a referral of that child/children to the MASH.

Jodie Anne Jones Bedford Children's Social Care.

MAPPA in practice:

Case Study One:

Mr B is a 68 year old man who was convicted of a serious assault on a family member. Mr. B had severe health and care needs which were being addressed in custody but which could not be managed by Approved Premises who were not equipped to cope with the severity of his health problems and care needs. Mr. B could not return to Bedfordshire and a placement needed to be found that could cope with both his health needs and the risk of Harm he still presented to potential victims . Finding an appropriate placement involved engaging adult services in three different areas and Health authorities in at least two different areas. A great deal of work was done behind outside of the formal meetings by the Probation Officer in the case but eventually we were able to find an appropriate placement for Mr. B where his needs could be met. The Bedfordshire MAPPA brought together a large number of professionals who could work out both the funding and the risk management plan for Mr. B. and he was appropriately placed when he was released from custody.

Case Study two:

Mr. M was convicted of a firearms offence and sentenced to two years in custody. Police intelligence suggested that he had been heavily involved in street gang related violence in his home town. On leaving custody he maintained that he did not want to return to his home town and that he wanted to avoid his former associates and any involvement in gangs. He recognized that this would be difficult to do if he lived in his home town and was in close proximity to former criminal associates. After a successful period in an out of area Approved Premise there were difficulties in finding any suitable accommodation out of his home town. Mr. M maintained that he could not return home and went to another Bedfordshire town where initially he was homeless. His Probation Officer assisted by MAPPA panel members tried to find hi suitable accommodation and eventually they were able to get him into a Hostel where he is still living and to date he has not returned to his home town and has stayed away from any trouble.

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