

MULTI-AGENCY PUBLIC PROTECTION ARRANGEMENTS

NORTHUMBRIA **MAPPA** ANNUAL REPORT **2015/16**



CONTENTS

- 3 Introduction
- 4 What is MAPPA?
- 5 Northumbria area MAPPA statistics 2015/16
- 7 Explanation commentary on statistical tables
- 9 ARMS - a new risk assessment process
- 9 Polygraph and Eye Detect - an innovative new project
- 10 National Probation Service - NE Division



Vera Bard QC
Police and Crime Commissioner
Northumberland

Northumbria police and crime commissioner Vera baird has been in post since november 2012.

Her Police and Crime plan 2013-18 has five priorities including tackling domestic and sexual abuse and community confidence.

The commissioner is fully supportive of the mappa process which is relevant to her priorities and will continue to work closely with all the agencies involved.

INTRODUCTION

There can be no greater priority for police, probation and prisons than the safety of the public who live and work in the Northumbria area.

Managing the risk presented to the public by the most dangerous offenders is not something which can be achieved by any one agency in isolation. The Multi- Agency Public Protection Arrangements which were introduced in 2001 were established to improve the partnership working between police, probation and prison services. Furthermore, the MAPP Arrangements imposed a duty to co-operate on a whole host of other agencies and organisations, such as Local Authorities, Health services, Education, and Housing providers.

Since 2001 the MAPP Arrangements in Northumbria have developed and improved significantly. A robust screening process ensures that the most dangerous offenders are managed at the appropriate level, with multi-agency involvement at MAPP panel meetings. These offenders are said to be managed at Level 2 and Level 3.

The MAPP arrangements facilitate information sharing and the pooling of knowledge and resources which means that those sexual and violent offenders who are assessed as presenting a less serious risk to others can be managed by a single agency without the need for panel meetings to be convened. These offenders are said to be managed at Level 1. A tried and tested referral process allows any member of staff from any agency to refer an offender into a higher level of management should that person have concerns about an offender's behaviour.

A Strategic Management Board, comprised of senior managers from each agency is responsible for ensuring that the MAPP Arrangements in Northumbria are fit for purpose. Two Lay Members who are members of the public sit on the Strategic Management Board and act as 'critical friends', advising, supporting and challenging the processes of risk assessment and risk management.

A dedicated police and probation MAPP Unit forms part of the Northumbria Police Safeguarding Department and staff in this team work alongside other police colleagues and staff from other agencies on a daily basis. Whilst managing sexual and violent offenders is a challenging and complex area of work the MAPP team is Proud to Protect and Proud to Serve the public of Northumbria.

This MAPP Annual Report contains not only statistical information about the numbers of offenders managed within MAPP during 2015/16 but also provides information about how the arrangements work in practice. Also included is an update on developments in the National Probation Service and a brief update on two new processes which will enhance the public protection arrangements, and serve to illustrate the fact that in Northumbria continuous improvement is a key feature of our working ethos.

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).
- 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

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.

NORTHUMBRIA AREA MAPPA STATISTICS 2015/16

MAPPA - Eligible offenders on 31 March 2016				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1366	650	-	2016
Level 2	8	2	20	30
Level 3	2	0	0	2
Total	1376	652	20	2048

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	21	17	80	118
Level 3	4	0	2	6
Total	25	17	82	124

RSOs cautioned or convicted for breach of notification requirements	36
---	----

RSOs who have had their life time notification revoked on application	18
---	----

Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	90
SHPO with foreign travel restriction	0
NOs	0

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	0
--	---

WHAT IS MAPPA?

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	0	6	2	8
Level 3	1	1	0	2
Total	1	7	2	10
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	108
---	------------

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 23 June 2016, excluding those aged less than ten years of age.

EXPLANATION COMMENTARY ON STATISTICAL TABLES

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>

ARMS - a new risk assessment process

ARMS which stands for Active Risk Management System was introduced across UK Police Forces in January 2015. It is a process that is being used by police and probation to more accurately assess the risk a sex offender may present to the public.

ARMS enables an offender manager to assess the risk based upon a wide range of factors in an offender's life, from their home circumstances, to their hobbies and their work life. It provides a more comprehensive assessment which enables a robust risk management plan to be developed. Both Northumbria Police and probation services are using this new method of assessing the risk of sex offenders in the community.

Polygraph and Eye Detect- an innovative new project

In March 2016 Northumbria Police were successful in obtaining Home Office Innovation Funding to undertake a project using EyeDetect and Polygraph as a means of assisting in the management of sexual offenders. The project is supported by the Police and Crime Commissioner.

The two year project is a groundbreaking step for UK law enforcement and Northumbria Police will be the first force in the UK to use EyeDetect as a means of managing offenders.

Both EyeDetect and Polygraph work by demonstrating to the person being tested how their body reacts when they are untruthful. This can result in offenders being more honest with their offender managers and can assist offenders in desisting from risky behaviour.

The project will form part of the MAPPA Unit operations and two specially recruited and trained police officers will be responsible for the use and deployment of EyeDetect and Polygraph testing.

A full evaluation of the project will be undertaken and the results reported to the MAPPA Strategic Management Board.

National Probation Service - NE Division

Public Protection - A Priority

2015/2016 has been another year of change for the NPS. Public Protection has continued to be delivered through the very strong, positive partnership work guided by the MAPPA Strategic Management Boards in all NE areas in the Division.

- National developments are coming to fruition through the dynamic process embedded within the NPS of E3 - Excellence Efficiency and Effectiveness. E3 is a national programme of organisational change to ensure consistent processes and service delivery throughout England and Wales and is led by the 7 Deputy Directors in England and Wales and the Deputy Director responsible for Business Development.
 - Changes will include improvements in Approved premises which will see the introduction of Psychologically Informed Enabling Environments along with dedicated Key workers for all residents who will work in partnership with Probation Officers in the Community.
 - The MAPPA Website is now fully developed and in use and used regularly Practitioners can also join the MAPPA community to share ideas with each other to manage some of the most challenging offenders in society.
 - Other developments in MAPPA which will conclude going forward is a revision of MAPPA Guidance , MAPPA eligibility and a review of ViSOR which will focus on a consistent business model for NPS in the future which will maximise the use of ViSOR wherever possible.
- NPS have also introduced the Active Risk Management System in partnership with Police colleagues.
 - NPS NE have provided staff with guidance on dealing with Child Sexual Exploitation (CSE) and this is a priority area of work for us all in identifying perpetrators and victims.
 - We have also provided more training in Risk Management and will now focus training on ways of working with those convicted of sexual offences who are subject to community supervision. This will be carried out alongside the move to a Divisional Sex Offender Treatment Programme Team who will deliver all Court Orders for Sex Offender Treatment.
 - In the next 12 months activity will continue to build on the E3 organisational model ensuring Excellence Efficiency and Effectiveness.

Lucia Saiger-Burns
Head of Public Protection
NPS NE Division

STRATEGIC CORPORATE COMMUNICATIONS
CREATIVE SERVICES



All MAPPA reports from England and Wales are published online at: www.gov.uk

