

Lancashire MAPPA

Strategic Management Board

Annual Report 2016/2017



Foreword to the Report



Sarah Jarvis - MAPP Chair

Welcome to the 2016-17 Annual Report of the Lancashire Strategic Management Board (SMB). We have seen another year of significant organisational change for many of the agencies associated with MAPP. Throughout the changes, MAPP has continued to provide a clear framework that allows relevant agencies to share information and work together to manage our most serious offenders in order to protect the public.

Whilst Police, Probation, and Prisons hold the prime responsibility for the effectiveness of MAPP, they are actively supported by a diverse group of organisations including Youth Offending Teams, Children's Services, Health and Mental Health, Education, Home Office Immigration Enforcement, accommodation and electronic monitoring providers, to name just some. The aim is to get the right organisations around the table for each individual case when necessary.

As well as pooling the professional expertise of these organisations, MAPP also benefits from the involvement of the Lay Advisor. Their role is to represent the public, by asking questions of MAPP on behalf of local communities and by developing a sound knowledge of the operation of MAPP. Lancashire SMB has this year enjoyed the benefits of three active lay representatives, each of whom make a significant contribution to the SMB; bringing both healthy challenge and a lay persons perspective to all of its decisions.

The Lancashire SMB has made good progress on a number of its key priorities during the last year. This has included agencies working closely with Local Authorities to address the challenges of finding accommodation for hard to place offenders. The introduction of the DISC Doors provision in April has also been a welcome development to address the pressing need for housing support and advice for our most complex individuals.

The SMB has supported the introduction of an innovative way of assessing the risks posed by sexual offenders. This Active Risk Management System (ARMS) is used by both police and probation officers and provides valuable additional information to MAPP professionals when formulating bespoke risk management plans. Lancashire Probation and Police colleagues are committed to continual improvement in their joint working in recognition of the benefits of close collaborative working between partners, particularly in supervising convicted sex offenders.

The SMB continues to develop its links with health commissioners and treatment providers. This is an area of challenge and particular complexity for professionals seeking to support and resettle offenders returning to Lancashire. Developing strong links with commissioners and providers helps to ensure local care pathways can be accessed at the earliest opportunity to address offender health needs. This will continue to be a development priority for the SMB in the coming year.

I am pleased to report that Lancashire continues to demonstrate a high level of performance in our delivery of MAPP through the early identification of relevant individuals, careful offender management and resettlement planning. The SMB oversees and co-ordinates this work across the Lancashire County. However, this report provides a mere snapshot of the contributions from numerous professionals who are working hard day by day, to protect their local communities through the effective management of high-risk offenders in Lancashire. On behalf of the Lancashire MAPP Strategic Management Board, I thank them all.

Sarah Jarvis
Chair, Lancashire MAPP Strategic Management Board

What is MAPPA?



MAPPA background

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.

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.

A number of other agencies are under a Duty to Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Services, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.

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 DTC agencies.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA offenders who 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 between agencies to inform the risk assessments and risk management plans of those managing or supervising them.

That is as far as MAPPA extend in the majority of cases, but some cases require structured multi-agency management. 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** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; 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 levels of management to ensure that resources are focused where they are most needed; generally those involving the higher risks of serious harm.

- **Level 1** involves ordinary agency management (i.e. managed by the lead agency with no MAPPA formal meetings);
- **Level 2** is where the active involvement of more than one agency is required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level.

MAPPA are supported by ViSOR. This is a national IT system to assist in the management of offenders who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when high risk offenders move, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system for the first time, improving the quality and timeliness of risk assessments and interventions to prevent offending.

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

MAPPA Statistics



MAPPA-eligible offenders on 31 March 2017

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	2041	840	-	2881
Level 2	7	3	11	21
Level 3	2	0	1	3
Total	2050	843	12	2905

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	26	23	23	72
Level 3	4	2	3	9
Total	30	25	26	81

RSOs cautioned or convicted for breach of notification requirements

69

RSOs who have had their life time notification revoked on application

4

Restrictive orders for Category 1 offenders

SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts

SHPO	162
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

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	13	13	2	28
Level 3	2	0	1	3
Total	15	13	3	31
Breach of SOPO				
Level 2	1	-	-	1
Level 3	0	-	-	0
Total	1	-	-	1

Total number of Registered Sexual Offenders per 100,000 population	157
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This figure has been calculated using the Mid-2016 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, 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 2017 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2016 to 31 March 2017.

(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 are actually managed under ordinary agency (Level 1) arrangements rather than via MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

(b) Registered Sexual Offenders (RSOs) – those who are required to notify the police of their name, address and other personal details and to notify of any subsequent changes (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence that 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.

(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 MAPPA meetings.

(e) Breach of licence – offenders released into the community following a period of imprisonment 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) (including any additional foreign travel restriction). Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders. They 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 (including 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, including 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 full notification requirements.

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

(i) Lifetime notification requirements revoked on application

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place that allows 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 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 – At Work in Lancashire



	<p>Feature 1 - Page 9/10:</p> <p>Edith Rigby House</p>
	<p>Feature 2 - Page 11:</p> <p>DISC - Offender Outreach & Resettlement Service</p>
	<p>Feature 3 - Page 12:</p> <p>Lancashire County Council Housing – Supporting People</p>
	<p>Feature 4 - Page 13/14:</p> <p>Victim Support - Lancashire</p>
 <p>HM Prison & Probation Service</p>	<p>Feature 5 – Page 15/16:</p> <p>Victims’ Charter - Lancashire</p>
	<p>Feature 6 – Page 17:</p> <p>Multi Agency Safeguarding Hub</p>
 <p>HM Prison & Probation Service</p>	<p>Feature 7 - Page 18/19:</p> <p>HM Prison & Probation Service</p>
<p>Lancashire Care </p> <p>NHS Foundation Trust</p>	<p>Feature 8 - Page 20/21:</p> <p>Lancashire Care Foundation Trust</p>
	<p>Feature 9 – Page 22/23</p> <p>Lancashire MAPPA Lay Advisers</p>
	<p>Feature 10 - Page 24/25</p> <p>Frequently Asked Questions</p>



Feature 1 – Edith Rigby House

Edith Rigby House is a 12 bed female PIPE (Psychologically Informed Planned Environment) Approved Premise based in Lancashire.

A PIPE is a specially designed environment which provides additional support and assistance for offenders. Edith Rigby House offers placements for women to support effective reintegration and resettlement into the community. Edith Rigby House residents have the opportunity to practice previously learnt skills in a safe environment and have the opportunity to learn and develop new skills.

Edith Rigby House is not a treatment intervention, rather the PIPE model has been developed as an environmental approach to enhance the delivery of core work within probation settings, where additional psycho-social considerations are required. While Edith Rigby House offers some therapeutic and psychological work, we do not offer treatment interventions, counselling or therapy for residents. We can however refer residents to external agencies that offer these services if required.

As one of the 3 female PIPE Approved Premises in the country, the demand for placements is high. The bulk of residents are from the North West, however we do receive residents from any part of England and Wales. The resident population presents challenges in respect of public protection and re-offending .

Placements at Edith Rigby House are by way of a referral and the criteria is for females ;

- Who are on the Personality Disorder Pathway and who pose a risk of harm
- Who pose a risk of harm with complex needs
- Whilst a diagnosis of personality disorder is not a necessity, priority will be given to those who present with personality and relationship difficulties.

Complex needs may include but are not limited to substance misuse, risk to self, mental health difficulties etc.

Placements are offered from between 12 weeks up to 6 months for those who are on the Personality Disorder Pathway.

Edith Rigby House aims to provide a safe environment that enables residents to make positive changes and build pro-social relationships, where both staff and residents contribute to the growth and well-being of others.

Here are the PIPE standards that Edith Rigby House aims to provide:

Belonging: the quality of all relationships is very important

Boundaries: there are expectations of behaviour and processes to maintain and review

Communication: staff and residents are encouraged to use a variety of ways to communicate

Development: there are opportunities to try new things

Safety: support is available for staff and residents

Structure: residents and staff are expected to participate in activities

Empowerment: there are opportunities to influence and discuss issues relating to the Approved Premise

Leadership: everyone takes responsibility for the environment being enabling

Openness: relationships outside of the Approved Premise are encouraged

Involvement: staff and residents share responsibility for the environment

Edith Rigby House also offers:



- 12 individual bedrooms some with en-suite facilities
- Two meals provided daily
- Staff on site 24 hours a day
- Allocated key worker
- Residents have the opportunity to be involved in their sentence planning and in the development of the activities and groups that they are involved in during their stay

Group Work

Residents are expected to attend group work within the premises. This is not therapy, but an opportunity to look at a range of topics with others.

1-1 Sessions

Residents will have regular 1-1 sessions with their designated key worker. They will also have the opportunity to complete some focused psychological support work (discussed on an individual needs basis). Residents will also have regular sessions with their Probation Officer.

Creative Sessions

Edith Rigby offers a range of activities which give residents the opportunity to be creative

Protection Through Partnership

Feature 2 - DISC Offender Outreach & Resettlement Service (DOORS)

DISC has been pleased to continue to provide the DOORS service in partnership with Lancashire County Council Supporting People Fund, National Probation Service and Cumbria and Lancashire Community Rehabilitation Company.

DOORS is an intensive housing support service which focuses on supporting offenders subject to Multi-Agency Public Protection Arrangements to access and maintain appropriate accommodation within the community. We are a small, specialised team which work primarily with the Local Authorities and Private Sector landlords across Lancashire (now including Blackpool and Blackburn with Darwen) to identify and access this accommodation.

Over the last 12 months, the DOORS service has worked with 90 MAPPA offenders within the community and had a 92% success rate in supporting them to obtain and maintain accommodation within the community. We also accessed almost £10,000 of our discretionary funding to aid Service Users with housing costs such as rent deposits, administration fees and furnishings. This model has proven to be very successful and we continue to build strong links with private landlords, social landlords and third sector organisations across the area.

From April 2017, the service funding from Lancashire County Council Supporting People will end but we are pleased to have received huge support from our colleagues at National Probation Service and Cumbria and Lancashire Community Rehabilitation Company to provide funding for the coming year. The service model will change slightly as we will be expanding to work across Blackpool and Blackburn with Darwen and look forward to building links within those areas. Alongside this, we will also be restructuring our support model to enable us to work with an increased number of 120 offenders within the year.

The service continues to receive very positive feedback from both our Service Users and stakeholders across the area and we are keen to continue to explore future partnerships and funding opportunities to expand and improve our service provision.

For any more information about the service, please contact Stephen Read-Moore (Project Manager) on 01772 910920.

Feature 3 – Lancashire County Council Housing – Supporting People

Supporting People – from Oct 2017 major changes are due to occur in how supported housing schemes are funded across Lancashire, this will see many providers review provision and could result in a reduction of bed spaces. Schemes for young people have been protected through combined funding through a reduced Supporting People pot and Lancashire County Council Children's Social Care. This will mean the focus of access changing from vulnerable 16 – 25 year olds to the following 3 priority groups:

- High Priority – 16 and 17 year olds who are homeless or under 18 care leavers. Tenure can be up to 2 years
- Medium Priority – 18 -21 year olds who are care leavers or have had some involvement with Children's Social Care. 18-21 year olds are homeless and are eligible for assistance under the care act. Tenure will be on a 28 day rolling licence agreement
- Low Priority - 18 -21 year olds who are homeless and have not been previously known to children's social care. Tenure will be a 7 day rolling licence agreement.

This obviously significantly reduces access for those over 18 and the District Housing Authorities will bear the burden and statutory duty in having to provide alternative types of accommodation.

Supporting People and LCC have acknowledged that there is a need to provide supported accommodation to the growing number of vulnerable clients with complex needs and this would include MAPPA offenders. Unfortunately this accommodation will not be specifically for MAPPA offenders and will either be a provision for families or single people with complex needs. This will see a reduction across Districts of Supporting people funded schemes. To offset this change and the reduction of this type of provision District Housing Authorities are developing accommodation options but these will differ in each District.

Homeless Reduction Act – this is a major piece of legislation which will be implemented we believe April 2018 and is seen as the biggest change to homeless legislation since the 1977 Act came into force. Applicants will no longer have one application with one statutory duty decision but potentially several statutory decisions with a requirement to keep going back to the application and assessment and an increase for requests for reviews at each stage.

There are 12 clauses to the Act. Some of the main changes incorporate a Personalised Housing Plan for all eligible applicants. The aim is to provide a more personalised approach to advice and assistance and tailored support that will prove more effective in preventing and relieving homelessness. Prevention Duty will extend from 28 days to 56 days followed by a Relief of Homelessness Duty for a further 56 days all before addressing the main homelessness duty which addresses priority need, intentionality and local connection. This does not mean that there is a requirement to provide temporary accommodation during these periods of prevention or relief, questions around priority need still need to be addressed but at the end of the process rather than the beginning.

The aim of the Act sees an extension on the provision to provide an advice service to a duty to ensure the service is designed to meet the needs of a range of client groups including those leaving prison. This will promote the need to develop pathway plans for these groups where the problem is more than just a need for a roof.

For agencies there is a new Duty to Refer. This is a duty on public specified bodies, as yet we have not been informed of these bodies but would guess those involved in the MAPPA arena would be included. These public bodies would have a duty to notify the local district housing authority of any person they believe to be homeless or threatened with homelessness. The person must agree to the referral and identify a local authority where they would like the referral sent. This is about ensuring a person's housing need is considered at every opportunity with a public body. It also encourages the need for partnership planning and protocols to best meet local need and provide effective prevention services.

The overall aim of the new Act is to increase homeless prevention opportunities with successful prevention outcomes through addressing wider issues of support. Unfortunately across Lancashire this all links in with the reduction of supporting people funded accommodation and will see all district housing authorities developing multi agency pathways.

Feature 4 – Victim support - Lancashire

Victim Support Lancashire is the lead organisation that provides a new service for victims, on behalf of the Lancashire Police and Crime Commissioner (PCC).

We currently run the support services for the majority of victims of crime in the county and we're pleased to be able to continue our relationship with the PCC's team via this new service which started in April 2017.

What will the new service deliver?

Four local 'Multi Crime' teams will provide specialist support to victims of all crime types across Lancashire, regardless of whether or not the crime been reported to the police. Our support will be structured around helping people to cope and recover from crime.

These teams cover the Fylde coast; Lancaster and rural; East Lancashire and South and Central.

Services are available Monday to Friday, from 8am till 8pm, with out-of-hours cover.

How will the new service support people affected by crime?

As the biggest campaigning and service delivery charity for victims in England and Wales, we've invested in research to understand how people are affected by crime, and how we can help them to cope and recover, allowing us to offer a proven model for supporting victims.

We contact victims by phone, text or letter, and we will also offer live web-chat (contact with a support worker online in real time) as another way to access our support. If required, we'll work through a victim-led assessment of needs and, with them, put together a personalised plan for their support and recovery.

Our support model will be a mix of online, one to one (either face to face, via phone, email and support at court) and group support – most importantly, support will be tailored to what each person wants and needs.

We set high standards for making sure that we don't judge people; that we act professionally in the way we offer support and work with other organisations; that what we do is based on evidence of what works; that we manage our cases and the performance of our teams in a way that is supportive but also focussed and effective; and that we treat people who've been affected by crime with the respect they deserve.

If you've been affected by crime and would like support, you can contact your local team on 0300 323 0085.

Who will deliver the new service?

Victim Support Lancashire has been running for over 40 years and has well-established relationships across the county. A number of local partners will work with Victim Support Lancashire to deliver this service; this includes Disability Equality North West, Lancashire Council of Mosques, AWAAZ and Renaissance.



We'll be building on the work to establish the "NEST" service for young victims, bringing in materials from our "You&Co" programme (www.you&co.org.uk) which is a comprehensive programme designed with and for young people affected by all types of crime.

Victim Support is the biggest provider of specialist support projects for victims of domestic abuse and sexual violence in the country, with extensive experience of working with high risk and vulnerable victims. Our regional director is one of a small number of third sector leaders on the Home Secretary's Oversight Group for implementing the Violence Against Women and Girls Strategy. Across Lancashire, Victim Support staff will provide support for victims of domestic abuse, sexual violence and the whole range of other crime types.

Support for high risk victims of domestic abuse and sexual violence will be provided by IDVAs and ISVAs (Independent Domestic Violence and Sexual Violence Advocates). We expect our IDVAs and ISVAs to be Safe lives/Lime Culture qualified, and we'll work to the "Leading Lights" quality standard. We are protecting the number of IDVA roles at what we believe are the current levels and we are introducing a new team of ISVA roles. Renaissance will be providing a specialist LGBT ISVA service.

We have a new role of a qualified IVA (Independent Victims Advocate) and IVAs will be able to support victims of all crime types - they will replace our current Lancashire Victim Support team and victims will have a single point of contact and support worker throughout their recovery journey.

We have a pool of City and Guilds qualified and experienced volunteers across Lancashire who will be working alongside our team to provide additional support, for example, helping with criminal injury compensation claims and helping people who are isolated to become more engaged in their community.

How to contact us for more information:

- Regional Manager for the North West: Claire.powell@victimsupport.org.uk
- Operations Manager for Lancashire: Barbara.oakley@victimsupport.org.uk
- Follow us on Twitter: [@VSLancashire](https://twitter.com/VSLancashire)



Feature 5 – Victims’ Charter - Lancashire

The Victim’s Charter, published by the Home Office in 1990, was the first formal step in acknowledging the role and rights of victims in the Criminal Justice process. The Charter set out certain standards which victims could expect to receive from Criminal Justice agencies, and also what victims could do if they felt that they had not received the treatment they felt they were entitled to. The Charter has been regularly updated, amended and developed since this time, and all Criminal Justice agencies (Police, Witness Services, CPS, Courts, Witness Care Units, National Probation Service) who now have dealings with victims and witnesses are governed by the Victim Code of Practice. The most recent draft of this document was published in late 2016 and is available online and it sets out the statutory roles and responsibilities of each agency.

As part of the National Probation Service, the Victim Contact Service (VCS) provides information to victims of offenders who have committed a specified serious violent or sexual offence, for which the offender has been sentenced to 12 months or more in custody– or where the offender has been detained under the Mental Health Act 1983, with or without restrictions.

Victims in such cases are entitled to contact from a Victim Liaison Officer (VLO). Victims who choose to participate in the VCS may make representations about the offender’s licence or discharge conditions, and receive certain information about key stages of the offender’s sentence. They may also be eligible to submit a Victim Personal Statement (VPS) during the Parole and/or Recall process. We can provide information to victims of crime and to the parents, guardians or carers of child victims. Where an offence has resulted in the death of a victim, information is provided to their next of kin. We are not a support, counselling or advocacy service, but we can refer and signpost to agencies who provide such services.

We look to be as flexible as possible so as to provide as tailored a service as possible. Dependant on the victim’s wants or needs, we can provide information in writing, on the phone, by email, or in person. A victim can opt in or out of the service as they choose, but is always entitled to receive information from the VCS throughout the course of the offenders sentence.

Victim safety is our on-going priority, so if there are any concerns, issues or queries from any partners, please do contact use anytime.

Victims Contact Service

The National Probation Service - Victim Contact Service

The Victim Contact Service (VCS) provides information to victims of offenders who have committed a specified serious violent or sexual offence, for which the offender has been sentenced to 12 months or more in custody or detained under the Mental Health Act 1983, with or without restrictions. Victims in such cases are entitled to contact from a Victim Liaison Officer (VLO).

In certain circumstances the VCS can also be offered on a discretionary basis, however such circumstances will be considered on a case by case basis.

For general queries please contact

Office Mailbox: VictimContact.CL@probation.gsi.gov.uk

We can provide information to victims of crime and to the parents, guardians or carers of child victims. Where the offence has resulted in the death of the victim, information is provided to their next of kin.

Victim Liaison Officers are based within each of the Local Delivery Units, and are responsible for cases where the victim resides in that area.

Victims who choose to participate in the VCS may make representations about the offender's licence or discharge conditions, and receive certain information about key stages of the offender's sentence. They may also be eligible to submit a Victim Personal Statement (VPS) during the Parole and/or Recall process.



Feature 6 – Multi-Agency Safeguarding Hubs.

In June 2016 Lancashire Constabulary and partner agencies commenced a systems thinking review of the Multi-Agency Safeguarding Hubs (MASH) in the county (LCC, Blackburn with Darwen and Blackpool).

These hubs should play a pivotal role in the management of risk and the safeguarding of vulnerable adults and children. The first phase of this review was “check”. This highlighted that the hubs were spending a great deal of time on cases that did not necessarily require it. Moreover, the entire system was based on the assumption that every case may be at acute/crisis level. This is not the case with the majority of the work sitting at the Early Action / Early Help level. This was impacting on the Hub’s ability to identify significant risk due to the sheer volume of referrals waiting to be processed.

As part of this initial “check” phase, the Review Team commenced a study regarding the flow of work within the hubs. This identified an overly bureaucratic system which appeared to be more focused on the protection of the organisation rather than the protection of vulnerable people. The system was based on hand-offs to other agencies, queues and electronic information sharing. There was little actual joint decision making (although there were variations within each hub).

The work re-enforced that there was a real need for change.

In July 2017 The Review Team commenced a re-design of the LCC MASH at Accrington. This was governed by a number of re-design principles that were evidence based, having been identified during the review. These included:

- 1 – Pulling information from partners at the right time.
- 2 - Decision makers being as close to the referrers as possible.
- 3– Pulling the right resource at the right time.
- 4 – Managers being in the work in order to understand the work.

The LCC MASH is now divided into three geographical locations i.e. EAST, CENTRAL and NORTH. Each of these hubs are represented by partners including Police, Health, CSC, Victim support, Probation, Safeguarding Adults and Early Help.

These geographical hubs are now dealing with cases from **ALL** partner agencies, not solely police referrals. The unnecessary bureaucracy has been removed which has resulted in a dramatic reduction in time for the ‘end to end’ management of cases (from all agencies). This model is proving to be a sustainable way of meeting the significant demand in cases where vulnerability is an issue, while also providing more joined up and better quality decision making. Similar redesign work is to commence shortly in the BwD and Blackpool hubs.



Feature 7 - HM Prison Service

Her Majesty's Prison Service is one of the Responsible Authorities (RA) in MAPPA. The Prison Service is part of the RA as outlined in ss.325 to 327B of the Criminal Justice Act 2003. It is fundamental to the operation of MAPPA.

The Prison Service has a critical role to play in the management of MAPPA offenders. As part of the RA, it exchanges information regarding MAPPA offenders at key points in their sentence and on release.

It is the Prison Service's responsibility to identify all categories of MAPPA offenders who receive a custodial sentence; this must be done within 3 days of sentence. At HMP Preston the identification of the MAPPA offender is undertaken by Probation Service Probation Officers, as part of a Public Protection Screening on reception; and then Prison administrators contact the community Probation Officers to confirm the MAPPA management level of those Identified cases, 8 months pre-release in accordance with the Public Protection Manual 2016. It is often the case however that the operational functions to check levels of management are preceded by dialogue between Probation colleagues and prison establishments; and it is not just the provision of the formal MAPPA F document and information exchange that the prison contributes to the MAPPA process.

In one particular case the offender was considered to be a risk to both family members and rival family members related to his offending, he also generated a risk to the public with his propensity to drive illegally and dangerously. He was referred into MAPPA as a potential Cat 3 level2 case.

The Senior Probation Officer in HMP Preston was contacted by the Probation MAPPA chair who advised that the referral had been accepted for a MAPPA meeting at level 2; but that the offender was out of the NW area in a prison establishment and he was due to be released to an Approved Premises in Lancashire in the following 2 months.

The Senior Probation Officer was advised that the Offender had already disclosed in a previous meeting with his Probation Officer that he will not engage with licence supervision on release; and he had a history of non-compliance on his record with the Probation Service. His risks related to his likely abscond and potentially re-offending, en route from the prison outside of Lancashire to the Approved Premises in Lancashire (he had stated he would not be taking up residence there). Lancashire Police (Integrated Offender Management Team) was already involved with the case but could not travel out of area to collect him from the prison on release, however were willing and able to do so if he was in a Lancashire prison establishment: hence there was a request to transfer him closer to home pre-release.

On receipt of this information, the Senior Probation Officer at HMP Preston immediately discussed the situation with the Head of Offender Management Unit; who agreed in principle to accept the offender upon provision of a transfer report to ensure the offender's risk could be managed safely in HMP Preston.

The transfer was agreed and undertaken several weeks later; this provided opportunities for the Probation Officer and Police to jointly visit the prisoner to develop closer working relationships to secure compliance and to ensure the risk management plan met the needs of the offender.

Discussion at the HMP Preston's Risk Management Meeting; to allow additional information to be fed into the MAPPA meeting and to the Probation Officer in the community. Up to date information provided to the MAPPA meeting including telephone and mail contacts, associates, behaviour and engagement with the prison's regime. Arrangements to be put in place with local Police to collect and transport the offender to the Approved Premises so ensuring he did not disappear/ abscond/ re-offend en route from prison custody.

The offender was safely collected from HMP Preston and driven to the Approved Premises without incident. No member of the public, family were placed at any direct risk and the risk therefore was managed appropriately.

Whilst this appears a common sense approach and simplistic in its desired outcomes for what is not the most complex of MAPPA cases; it does demonstrate how the success of MAPPA relies very heavily on the strong working relationships and in particular the effective communication between all the Responsible Authorities working in partnership.

The difficulties for prisons can be that those most difficult to manage MAPPA cases in custody, are moved from establishment to establishment due to their challenging behaviour. The arrival of such prisoners, at times immediately prior to release and with little notice; necessitates speedy and effective communication with MAPPA administrators and the community Probation Officer to confirm a changed prison location, discussion at the Risk Management Meetings to assess the risk in custody and raise any pre-release issues and then a thorough to the provision of a MAPPA F report for the MAPPA meeting, all against competing time scales. In this example this is what worked well and whilst it cannot assure a long term compliance outcome for all MAPPA case- it clearly supports a robust risk management plan and the prison's contribution to this process.

Feature 8 - MAPPA Health Resource within Lancashire Care foundation Trust (LCFT)

LCFT have a dedicated post for MAPPA activity which is currently located within Secure Services. This is considered good practice; and there are other health Trusts within the region that have expressed a wish to develop such a post.

The current post holder undertakes a variety of MAPPA related work in addition to Level 2 and 3 meeting attendance including:

- Participation at Mappa screening meetings as a core panel member to review MAPPA referrals
- Attendance at all Level 3 meetings across Lancashire
- Attendance at Level 2 meetings (as appropriate) – for example; cases where mental health issues have been identified but there is no current health or social care input or concerns have been raised about the inability to develop a robust risk management plan
- Attendance at Core Groups – meetings of specific professionals which take place in between MAPPA meetings to perform agreed tasks
- Attendance at Risk Management Meetings – meetings about individuals who currently do not meet the MAPPA threshold but whom agencies have significant concerns
- Appropriate information sharing pertaining to risk
- Single point of contact for LCFT staff and partner organisations for MAPPA related advice and queries
- Provision of Mappa training to LCFT staff as requested
- Provision of Mappa training to external agencies – police, probation and the prison service
- Membership of Lancashire MAPPA SMB as mental health network representative
- Chair of the MAPPA Health & Mental health Sub-Group
- Participation in national audit of MAPPA cases as the health & mental health representative
- Contribution to MAPPA annual report as the health & mental health representative

Recent Themes Arising:

Unmet needs – there are a lack of pathways for individuals with Asperger's syndrome who are high functioning and do not have an accompanying Learning Disability. Throughout the last three months there have been difficulties in arranging support as individuals often do not meet the threshold for social care or health funding. They may represent a risk to others, mainly children. Their needs are generally around the formation and maintenance of appropriate relationships and support to access occupational and leisure based activities.



Current Projects:

1. MAPP Health Contribution – Outcome-Focussed Review

The current key performance indicators for MAPP do not always reflect positively around health attendance at Mappa meetings. However, the calculation does not factor in the number of invites and attendances. This is therefore not always a true reflection of the Health & Mental Health MAPP contribution. Furthermore, there is no account of the contribution that may have been gained through Health attendance. This project is a small review of MAPP cases where there has been health attendance (n=10) and where health have not attended (n=10). The review will assess the contribution to outcomes of health input and conversely how non-attendance has impacted on the risk management plan or delays in process. The project timescale is 1st September 2017 to 31st December, 2017. It is hoped that this small evaluation may lead on to a larger pilot of the Health and MAPP process in Lancashire.

2. Information Sharing with CCG & GPs Pilot

It is acknowledged that GPs have a pivotal role in the MAPP referral and information sharing but to date there has been limited opportunity for engagement in the MAPP meeting process, including relevant circulation of minutes. This is a pilot of an information sharing process and has been established through the Lancashire MAPP Co-ordinator, Safeguarding Lead Blackburn with Darwen CCG and LCFT MAPP Lead. A draft proforma for data collection is currently being reviewed by CCG leads. If approval is granted it is hoped the project will commence in November/December 2017.

Future Developments for consideration:

Most MAPP cases are not current LCFT clients. Many have had some form of contact with mental health staff working in the criminal justice system such as Criminal Justice Liaison or Prison In-reach Services. However, referral pathways to other agencies in the community including community mental health teams are not always successful. It is hoped in the future that a care pathway will be developed for MAPP clients to facilitate more effective engagement in services in the community.

Many clients have been assessed within the criminal justice system over years and their situation-specific contact with mental health professionals has resulted in a range of diagnoses. There are numerous cases where conflicting historical information exists and for whom there is no time line, life history of a formulated understanding of their presentation. It is hoped in the future that a more formulation based approach will be developed, particularly for the Level 3 cases, to improve understanding of needs and risks.

Systematic approach to MAPP training – many professionals employed by LCFT may be requested to attend MAPP meetings such as Health Visitors, District Nurses and mental health staff working in a variety of locations. It is hoped that MAPP will become part of the mandatory e-learning and classroom based programme to ensure an effective resource is available for all LCFT employees.

MAPP minutes must be kept separate from health records. It is hoped that a spine within the electronic record will be developed to facilitate safe storage and appropriate retrieval on a 'need to know' basis by LCFT staff.

Dr Alison Pearsall
MAPP & Safeguarding Lead
Mental Health Network (Secure Services)
Lancashire Care NHS Foundation Trust



Feature 9 - Lay Advisers

Elaine Bonn - Lay Adviser

'As a recently appointed member of the Lancashire MAPP Strategic Management Board (SMB) I am now finding my feet and increasing my knowledge of this important role as a 'critical friend' to the board.

This has involved acquiring information through visits to a prison, probation offices, approved premises (previously known as probation hostels) the annual audit of cases and individual MAPP review meetings; with support from the Lancashire MAPP coordinator.

I am now feeling much more equipped to participate in full at SMB meetings, which involve senior managers from different organisations such as Health, Probation, Criminal Justice, YOS, DWP, Housing and Police and I feel I can now offer an independent broad 'critical friend' view to the board.

I am looking forward to the challenges of the coming year.

Ronald Barham - Lay Adviser

As a new member of the MAPP SMB, appointed in 2016, the first few months has been a hectic round of familiarisation visits and attendances at level 2 & level 3 meetings, as observer.

As a 'critical friend' to the SMB, I am now beginning to understand the complexities and difficulties of the multi-agency public protection role, and feeling more and more able to participate fully in the discussions at SMB meetings.

Having already made some critical observations (and some supportive ones) on administrative issues in meetings, including in the Health & Mental Health Sub-Group, I would nevertheless like to express my thanks to the MAPP administrative team in Lancashire for their explanations, their efficient handling of my queries and their arranging of my information gathering visits to probation offices, approved premises and my several attendances at individual MAPP review meetings & processes as an observer.

I now feel much more able to fulfil my role and provide comment as an independent "critical friend" in MAPP SMB meetings which involve staff from many different organisations and, like my two other colleague Lay Advisers, look forward to the challenges of the coming year



Helen Codd - Lay Adviser

The Lancashire county motto is that 'everyone matters', and this principle continues to underpin the work of the Lancashire SMB in promoting safety, public protection and human rights.

Over the year, the SMB has continued to develop good practice in multi-agency public protection, and it is encouraging to see the SMB's continued commitment to up-to-date and evidence-based practice, including recognition of emerging and on-going concerns around child grooming, trafficking and sexual exploitation.

The world of multi-agency public protection is always evolving, and against this backdrop of on-going change the members of the Lancashire MAPP SMB continue to strive to achieve the highest standards of public protection.

I have realised since I was first appointed to the role of Lay Adviser in late 2013, that the work of the SMB is varied, challenging, and never dull, and I enjoy working with SMB members and my fellow Advisers to ensure that we strive for the best possible outcomes for everyone involved.

I have been delighted this year to be joined by two new Lay Advisers, who each bring much relevant experience to the role and will no doubt make a highly valued contribution to the work of MAPP and the SMB. We all believe that by working together we can continue to strive for the highest standards of public protection and public safety.

Protection Through Partnership



MAPPA – Frequently Asked Questions

Violent, sexual and other high risk offenders living in our community is an extremely emotive subject.

We know that many people have questions about how these offenders are managed so we have compiled some frequently asked questions to reassure that we take your concerns seriously.

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

MAPPA (Multi-Agency Public Protection Arrangements) is a set of statutory 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 Authorities, establish MAPPA in their area. Other agencies such as Housing, Health, Education, Social Care Services, Youth Offending Teams, Job Centre Plus, Home Office Immigration 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 Authorities. MAPPA cannot ask any agency to do anything which is outside of its usual responsibilities but the strength of MAPPA comes from all agencies working well together and 'adding value' to risk management.

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

Yes, through utilising a variety of management systems these agencies will know where MAPPA 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 in prison custody indefinitely and we therefore need to locate 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 locating all sexual offenders in the same area.

- **WHO IS MONITORING 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 in managing the offender. This would normally involve a whole range of risk management activities and the sharing of critical information on a regular basis. This could include supervision by a probation officer (i.e. home visiting), attendance at programmes to address offending behaviour, surveillance by the Police, and various other support packages (i.e. health, housing and employment).

- **WHAT HAPPENS IF THE OFFENDER DOES NOT 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 National Probation Service must comply with the conditions of their Order or Licence.

Any failure to do so will result in enforcement action being taken. This could include a return to prison. 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 ATTEND MAPPA MEETINGS?**

Offenders do not attend MAPPA meetings but they are usually told about the meeting and decisions made. They are invited to make a written contribution to each meeting and often receive feed-back from the meeting.

- **HOW CAN WE BE SURE THAT THEY WILL NOT OFFEND AGAIN?**

There are never any guarantees that an offender will not re-offend. Whatever intrusive conditions are imposed outside of prison, it is difficult to continuously monitor an offender in the community. There are a wide range of restrictive and constructive interventions that can be imposed and we have a successful record of rehabilitating offenders in the community. Offenders who have been released subject to prison licence are liable to a recall to prison if 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 MAPPA eligible offenders. 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 escorted 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 the relevant MAPPA Co-ordinator of these arrangements.

- **FOLLOWING THE RECENT GOVERNMENT REHABILITATION TRANSFORMATION PLAN AND THE RESULTING CHANGES TO THE PROBATION SERVICE, WHAT IMPACT HAS THIS HAD UPON MAPPA ACTIVITIES?**

Every offender who poses a high risk of serious harm to the public is now managed by the NPS (National Probation Service). NPS 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 is eligible for MAPPA management. 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 National Probation Service in managing the risk of serious harm.

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



Working Together.....



**Lancashire
Constabulary**

police and communities together



**HM Prison &
Probation Service**



**Lancashire
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**BLACKBURN
with
DARWEN
BOROUGH COUNCIL**



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BUILDING A BETTER COMMUNITY FOR ALL



**Ministry of
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**YOUTH
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