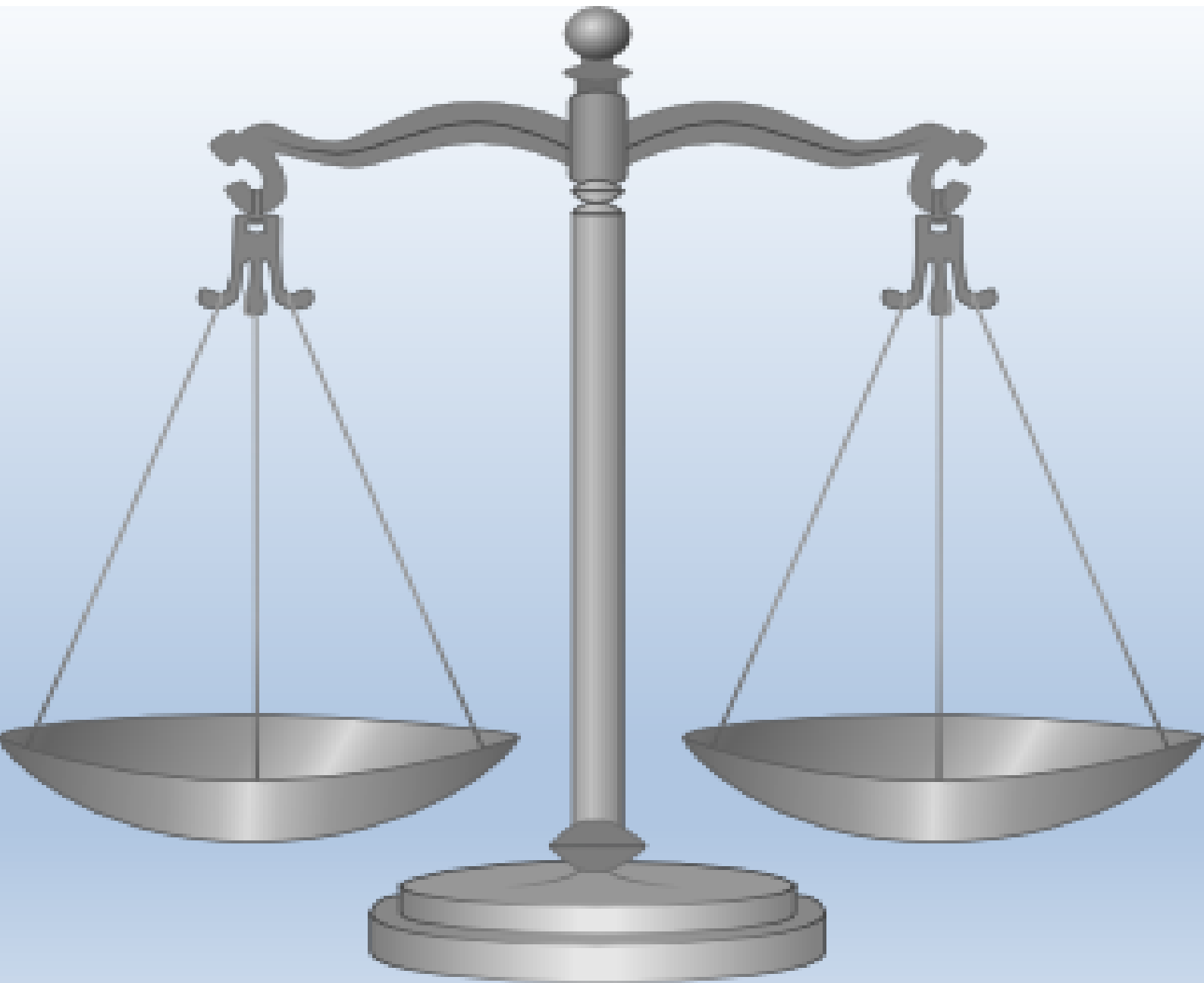




# DURHAM AND DARLINGTON MAPP



## Annual Report 2017-18



# Introduction

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This report brings together the agencies across County Durham and Darlington who work in partnership to manage offenders posing the highest risk of harm to our communities. Tackling and reducing the risk that violent and dangerous offender pose is a key priority for all agencies engaged in the world of public protection and is the collective responsibility of all.

This report outlines the progress and developments within the last year, and highlights the successes across the partner agencies in managing public protection issues.

The strength of the partnership between the prison, police and probation has continued to grow in County Durham and Darlington, and additional resources have been secured to assist in managing the risk that offenders pose to our communities.

The findings of this report reflect consistently effective and robust partnership working arrangements which have continued to thrive in spite of the current economic climate and the financial pressures that the public sector currently faces.

Public protection is firmly on the agenda for all partner agencies and will continue to be so in the future.

This report also incorporates a contribution from agencies which have a duty to co-operate with the partners.



Mike Barton  
Chief  
Constable  
Durham Police



Alan Tallentire  
Prison Group  
Director, Tees  
and Wear  
Prisons Group



Maureen Gavin  
Head of NPS  
Durham

# Foreword

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## **Sarah Mainwaring – Head of Public Protection NE Division**

As the current Head of Public Protection for the North East Division of the National Probation Service (NPS), I would like to take this opportunity to say thank you to the partner agencies involved in MAPPA.

The MAPPA process is fundamental to the effective protection of the public, management of offenders and the support of victims. This is not a task any of us can take on alone. MAPPA is composed of experienced and specialist police and probation staff working comprehensively to be the single point of contact for all cooperating agencies, prisons, youth offending services, job centres, education, housing and health services. Together we can share significant information, and provide advice and training to the agencies managing the risk posed by the most serious and complex offenders.

# What is MAPPA?

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## 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 formal MAPPA 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](http://www.gov.uk)

# MAPPA Statistics

<b>MAPPA-eligible offenders on 31 March 2018</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	741	236	0	977
Level 2	19	9	20	48
Level 3	0	0	0	0
Total	760	245	20	1025

<b>MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	21	20	27	68
Level 3	0	0	0	0
Total	21	20	27	68

<b>RSOs cautioned or convicted for breach of notification requirements</b>	13
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<b>RSOs who have had their life time notification revoked on application</b>	8
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<b>Restrictive orders for Category 1 offenders</b>	
<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	61
SHPO with foreign travel restriction	0
NOs	0

<b>Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b>	0
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<b>Level 2 and 3 offenders returned to custody</b>				
	<b>Category 1: Registered sex offenders</b>	<b>Category 2: Violent offenders</b>	<b>Category 3: Other dangerous offenders</b>	<b>Total</b>
<b>Breach of licence</b>				
Level 2	2	1	1	4
Level 3	0	0	0	0
Total	2	1	1	4
<b>Breach of SOPO</b>				
Level 2	4	0	0	4
Level 3	0	0	0	0
Total	4	0	0	4

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	135
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This figure has been calculated using the Mid-2017 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

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## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2018 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2017 to 31 March 2018.

**(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>

# County Durham and Darlington MAPPA

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## **Steven Adair – Senior Probation Officer**

### **MAPPA Coordinator**

I commenced the coordinator role from the beginning of June 2018. My background in Probation is within Public Protection having worked within local Sex Offender Management Units in both Teesside and Durham for seven years prior to my promotion to Senior Probation Officer in 2015. I was therefore aware of the strong commitment from Responsible Agencies and Duty to Cooperate Agencies towards MAPPA within this area. Attendance levels at MAPPA from agencies has been excellent during 2017-18 and this supports the risk management of offenders in Durham and Darlington. Commitment from RA's and DTC's towards an accessible e learning training tool is beginning to materialize and will hopefully come to fruition over the forthcoming months. Processors and arrangements have been agreed by NPS Durham management to better coordinate and manage Category two level 1 offenders. This is now in place within Probation Offices with assistance from Police across Durham and Darlington. The deployment of Potentially Dangerous Person's management arrangements gather pace and are proving to be effective with a seamless transition, in some instances into MAPPA. Similarly, MARAC and MAPPA have a joined-up process to enable the appropriate exchange of information. Safeguarding partners in County Durham have formulated a generic method for MAPPA to disseminate invitations and share information which is efficient and effective in its purpose. Other information exchange processes have been implemented with other DTC's which absolutely strengthens partnership working of Durham and Darlington MAPPA.

### **Active Risk Management Systems (ARMS)**

NPS - Durham staff continue to take the lead in the collaborative approach towards the completion of ARMS. The numbers of outstanding ARMS for current NPS cases has reduced significantly over the last twelve months supported by agency staff who have been employed by NPS Durham specifically to complete ARMS. In addition, ARMS completions within six weeks of release or sentence from court is now a performance measure for NPS staff which further supports their timely completion. NPS Durham Offender Managers have been given praise by police colleagues in Durham Constabulary's Public Protection Unit for the quality of assessments. NPS Durham staff recognize the benefits an ARMs have in the support of ongoing risk management from Police Risk Management Officers, particularly those low and medium risk cases that are managed by neighbourhood police teams. MAPPA actively assists and promotes the completions of ARMS in Durham and Darlington.

## **Project Beta**

Project Beta is a collaboration between, Durham & Darlington National Probation Service, Durham County Council and Darlington Borough Council.

Project Beta will work with Male & Female offenders from County Durham or Darlington, who have been assessed as high risk of harm and or high risk of reoffending, whom have been sentenced to 12 month or more in prison, have 6 months remaining on their sentence and have a housing need. The vast majority of these eligible cases are MAPPAs. Project Beta will work with offenders who meet the above criteria and are located in either the following establishments, HMP Northumberland, HMP Durham, HMP Low Newton, HMP Deerbolt, HMP Holme House & HMP Kirk Levington.

The aim of Project Beta is to work with offenders 6 months prior to release with the aim to:

- Secure safe, suitable, affordable accommodation on release
- Maintaining accommodation
- Reducing reoffending

Lynn Hall Strategic Manager for Housing Solution provides the following case study:

*AB was referred to Project Beta in March 2018 for support to find accommodation. AB was being released with no licence due to serving his full term. AB has received monthly visits from us and has just completed an accredited twenty seven hour tenancy management course with Crisis. The tenancy management course provides clients with the knowledge and tools of how to secure and sustain a property.*

*AB has previously struggled with housing due to his mental health condition and drug abuse which led to his offending behaviour and sleeping rough. He is unable to go back to the family home due to his convictions and he himself felt that required some type of supported accommodation.*

*AB clearly stated that he did not want to be accommodated in the east of the county as he felt he would return to old peers and his previous lifestyle which has led to his offending.*

*On each prison visit AB made it clear how anxious he was of being released as homeless, he was given advice and guidance on each visit around housing and support, benefits and support groups he could access once in the community.*

*Whilst in custody AB has addressed his mental health condition and was receiving the correct medication, we agreed to assist him in the community to ensure he was receiving the correct support.*

*Home Group agreed to visit AB in prison to complete an assessment, I assisted with arranging prison visits and compiling risk assessments.*

*AB's MAPPA status is level 2 High Risk. I disclosed this information to the supported accommodation provider with permission of the chair and arranged a multi-agency meeting to discuss how the risk could be managed and a robust risk management plan put into place.*

*Once accommodation had been confirmed I liaised with his Offender Supervisor, Dart Team, Mental Health Team and DWP, by working in partnership with these agencies, all the relevant referrals were made for release, I could then manage and coordinate a plan for day of release.*

*On day of release AB was collected by CRC (Rate Card), he was transported to the supported accommodation where he was met by myself and their staff. AB completed tenancy agreements and house rules. I completed an action plan and provided him with a list of dates for relevant appointments, such as DWP, DART, and Mental Health & GP. I took AB for a Food Parcel as he was released with £5.00, made an initial claim for UC, registered with GP and transported to DART appointment. Over the course of the week, we worked with AB intensively, we supported him to GP appointments, DWP appointments, Drug and Alcohol appointment's opening a bank account, took him to meet his Mother and showed him around his local area.*

*AB has settled in well to his accommodation and getting on well with staff, he is claiming the correct benefits, accessing the correct support and medication for his mental health, he is accessing drug and alcohol groups.*

## **Psychologically Informed Consultation Service (PICS)**

The Psychologically Informed Consultation Service (PICS) offers guidance and support to offender managers (OM) working with individuals who meet the criteria for the Offender Personality Disorder Pathway (OPD Pathway) in Durham and Darlington. The aim is to reduce reoffending and improve wellbeing of offenders via developing the skills and knowledge of offender managers. The PICS service has been operating for over five years and is part of a national network of direct intervention and consultation services.

Offenders are identified for the OPD Pathway via the OASys PD screen, which is a list of ten questions including issues such as: multiple convictions before 18 years, violence and/or excessive violence within the offence, not recognising the impact of offending on wider community, childhood behavioural issues, over-reliance on family or friends for support, manipulative or predatory lifestyle, impulsivity, aggressive or controlling behaviour and reckless or risk-taking behaviour. If the offender scores seven or more on the screen and they are assessed by NPS as presenting a high or very high risk of serious harm then they screen into the pathway.

The criteria is slightly different for women so as a service PICS have decided to automatically screen into the pathway all women managed by the NPS, regardless of PD screen score or risk of harm posed. PICS also accept a small number of override cases who do not meet the above criteria but who present a significant risk of harm linked to their personality or coping.

If an offender screens in then the OM will have the opportunity to discuss the case with a psychologist. The offender's presentation is considered in light of life history and this is summarised in a formulation document, which is stored within their probation record and, if appropriate, shared with the offender to gain their perspective. Outcomes of the consultation can include: guidance for the OM about specific areas of intervention (often including some resources to assist with this), guidance around how best to manage dynamics or engage the offender and/or signposting to appropriate services. Occasionally a short piece of direct joint work may be completed by the psychologist alongside the OM. The PICS team do not offer direct intervention with offenders but can link in with local NHS and OPD Pathway therapy services.

To maximise the potential of a limited resource, national OPD pathway guidance advises psychologists not to attend MAPPA except on very rare occasions. However, psychologists may contribute to MAPPA by developing the skills and knowledge of the managing OM.

## **Women Offenders In Durham and Darlington**

There are two females subject to level two MAPPA arrangements in Durham and Darlington. Anna Capstick, Senior Probation Officer, was until recently the Women's lead within NPS Durham and she has provided the following information:

As of **23rd August 2018** we had 61 Female offenders at MAPPA Level 1.

Four of these offenders were classified as Category 1 offenders for sexual offences against a child. Twenty-six of these offenders are in Custody.

**Offence Type:** The majority of Women on the NPS caseload (as you would expect for the offence type criteria for NPS) have committed an offence of Violence. Table below shows that as of April 2018 40 women had committed an offence of Violence with Criminal Damage the next highest offence type with only 6.

**DATA FROM :April 2018**

Offence Type	
Absconding or bail offences	0
Burglary (Domestic)	1
Burglary (Other)	0
Criminal damage	6
Drink driving	0
Drug import/export/production	0
Drug possession/supply	0
Fraud and forgery	2
Handling stolen goods	0
Other motoring	0
Other offence	2
Public order	4
Robbery	4
Sexual (against child)	3
Sexual (not against child)	0
Soliciting or prostitution	0
Taking and driving away and related offences	5
Theft (Non-motor)	0
Violence	40

The majority of the Women with NPS fall into the over 35 age bracket

**DATA FROM : April 2018**

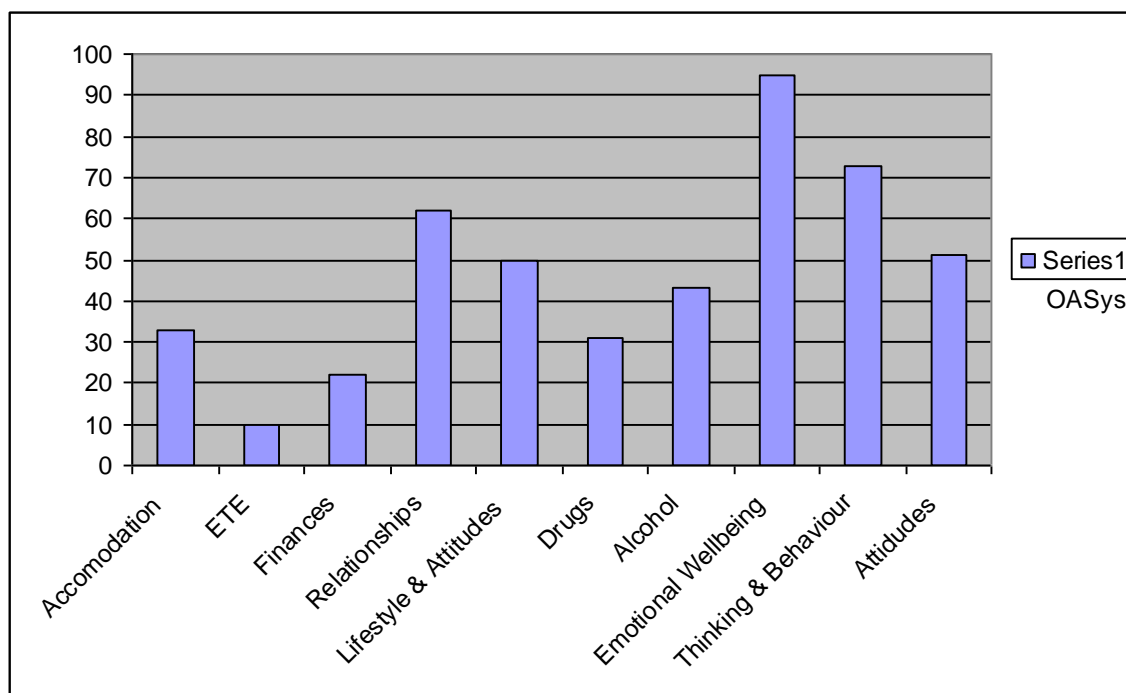
Age	
18-21 yrs	2
22-25 yrs	9
26-35 yrs	19
Over 35 yrs	37

All offenders with the NPS have an OASys assessment completed. The below data just shows the information for those women who received an OASys (Initial, Review or Termination) in the month of April 2018. You can see that Emotional Well being and Thinking & Behaviour were the two highest OASys needs for Women.

**DATA FROM :April 2018**

OASys Need	
Accommodation	6
Education, Training and Employment	2
Finance	6
Relationships	7
Lifestyle & Associates	6
Drug Misuse	2
Alcohol Misuse	4
Emotional Well-being	9
Thinking & Behaviour	9
Attitudes	5

## Overall Data from the year June 2017 – June 2018 OASys Need Assessment



We work with a number of organisations to help us manage women offenders specifically organisations like Changing Lives. The CRC provide a specific support package for Women which we can buy via the rate card. We work closely with HMP Low Newton. We have no sex offender programmes for women but this is being looked at Nationally.

Anna Capstick. Senior Probation Officer

### **DTV Community Rehabilitation Company (CRC)**

In 2014 Durham Tees Valley (DTV) Probation Trust became DTV CRC. Then in 2015 DTV CRC became Achieving Real Change in Communities (ARCC). NPS Durham staff are able to purchase services from ARCC to support the risk management of High Risk and MAPPA eligible offenders in the community both pre and post release from custody or whilst subject to a community order. This includes the Domestic Abuse One to One Programme, Women's and Veterans service, Mentor and ETE support and transportation service for high risk offenders being released from custody to an Approved Premises. NPS and ARCC staff continue to have smooth communication links assisted by IT with regular Interface meetings convened to consider purchases and options for services.

All MAPPA reports from England and Wales are published online at:

[www.gov.uk](http://www.gov.uk)

National  
Probation  
Service

