

HAMPSHIRE & ISLE OF WIGHT Multi-Agency Public Protection Arrangements

Annual Report 2017-18



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INTRODUCTION

As the new Chair of the Strategic Management Board I am delighted to introduce the 2017-18 MAPPA Annual Report. Firstly I would like to thank Sarah Beattie for all her work and achievements as the previous Chair of this Board.

The Boards overarching objective is to improve the effectiveness of MAPPA by managing violent and sexual offenders to reduce reoffending and protect the public and communities that we serve. This report will provide statistical information and evidence on how these arrangements work in practice across our local communities.

On behalf of the board, I would like to thank all those who have contributed to these measures over the last 12 months. The determination and professionalism of MAPPA professionals in Hampshire and the Isle of Wight has ensured that we continue to deliver effective steps to reduce the risk of serious harm and promote rehabilitation.

The challenges that all statutory partners have in effectively dealing with MAPPA is growing, as we see a greater number of convictions for serious offending. In addition to this, organisations continue to prioritise resources within tight public expenditure limits. However I am confident that our overall strategy and delivery of MAPPA ensures the public are protected from those that cause most harm.

This report will provide you with valuable insight into the work that we do and it will demonstrate that our victims needs are continuously at the forefront of our priorities.

Scott Chilton Chair of Strategic Management Board



Scott Chilton Chair of Strategic Management Board and Assistant Chief Constable, Hampshire Constabulary



Stephanie Roberts-Bibby Governor, HMP Winchester



Sarah Beattie Head of Southampton, Portsmouth and Isle of Wight, National Probation Service

WHAT IS MAPPA?

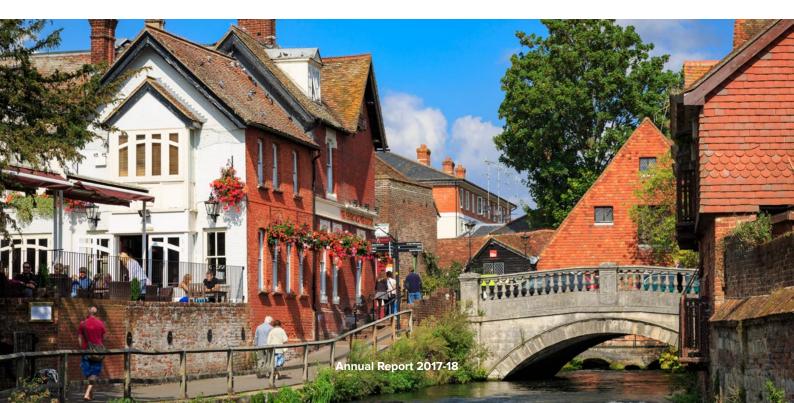
MAPPA background

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 Cooperate (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.

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 which assists with 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: <u>www.gov.uk</u>

MAPPA STATISTICS

MAPPA-eligible offenders on 31 March 2018

	CATEGORY 1: Registered sex offenders	CATEGORY 2: Violent offenders	CATEGORY 3: Other dangerous offenders	Total
Level 1	1,971	495	-	2,466
Level 2	104	25	13	142
Level 3	3	10	1	14
Total	2,078	530	14	2,622

MAPPA-eligible offenders in Levels 2 and 3 by category (annual total)

	CATEGORY 1: Registered sex offenders	CATEGORY 2: Violent offenders	CATEGORY 3: Other dangerous offenders	Total
Level 2	135	62	17	214
Level 3	6	6	1	13
Total	141	68	18	227

Registered Sexual Offenders

Registered Sex Offenders (RSOs) cautioned or convicted for breach of notification requirements	Registered Sex Offenders (RSOs) having had lifetime notification requirements revoked on
141	4

Restrictive orders for Category 1 offenders

SEXUAL HARM PREVENTION ORDERS AND NOTIFICATION ORDERS IMPOSED BY THE COURTS

Sexual Harm Prevention Orders (SHPOs) and Notification Orders (NOs) imposed by the courts		
SHPO	206	
SHPO with foreign travel restriction	0	
NOs	2	

People subject to notification requirements for breach of an Sexual Risk Order (SRO)

Level 2 and 3 offenders returned to custody

BREACH OF LICENCE

	CATEGORY 1: Registered sex offenders	CATEGORY 2: Violent offenders	CATEGORY 3: Other dangerous offenders	Total
Level 2	14	18	14	46
Level 3	1	1	0	2
Total	15	19	14	48

BREACH OF SOPO/SHPO

CATEGORY 1: Registered sex offenders		
Level 2	2	
Level 3	0	

Total number of Registered Sexual Offenders per 100,000 population

119

0

This figure has been calculated using the mid-2017 estimated resident population, published by the Office for National Statistics on 28 June 2018, excluding those aged less than ten years of age.

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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, protect 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.

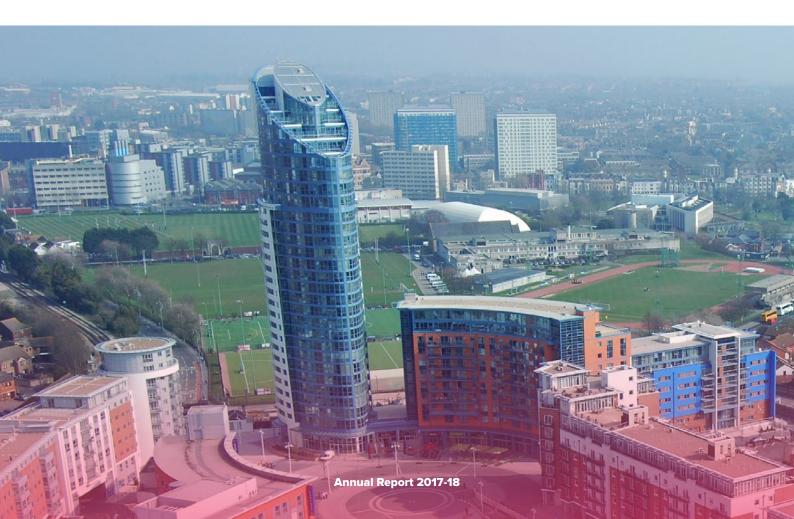
For more information, see the Home Office section of the gov.uk website:

www.gov.uk/government/publications/sexualoffences-act-2003-remedial-order-2012

HAMPSHIRE AND ISLE OF WIGHT MAPPA

Multi-Agency Public Protection Arrangements (MAPPA) in Hampshire and the Isle of Wight are overseen by the Strategic Management Board (SMB). Through the SMB responsible authorities, namely the Police, National Probation Service and Public Sector Prisons, engage with key partners from Children and Adults safeguarding, Youth Offending Service (YOS), Health, Department of Work and Pensions and Housing to ensure effective and efficient arrangements are in place to protect the public. The SMB is supported by two sub groups, a Delivery sub group responsible for implementing changes and achieving business objectives, and a Quality sub group that audits practice and makes recommendations to improve outcomes.



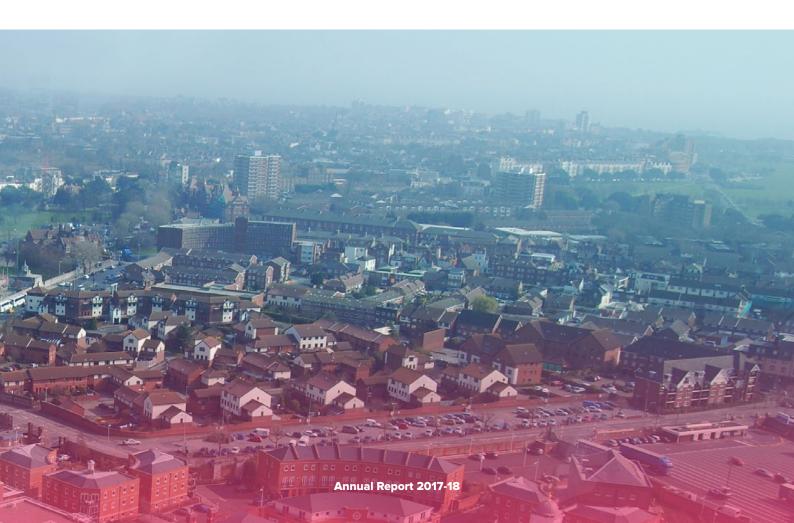


The contribution from Lay Advisers, acting as critical friends to the SMB, has been consolidated, providing opportunities for them to attend MAPPA meetings managed at level two and three. Regular opportunities to reflect and consider observations with the MAPPA Coordinator has meant their views have influenced how MAPPA is delivered. Our Lay Advisers are volunteers from the community and are therefore critical to ensuring that Multi-Agency Public Protection Arrangements are right for the residents of Hampshire and the Isle of Wight.

CASE STUDY

A coordinated approach is key to effective public protection. Case P highlights the complex balance when providing offenders with social care they require whilst ensuring that restrictions prevent them from harming others. Case P is an elderly male diagnosed with terminal cancer, returning to the community after serving a lengthy prison sentence and managed under MAPPA. A social care assessment had been undertaken before Case P had left prison, but further exploration of his needs in the community where he would live independently was required. Prior to release, Adult Social Care staff contributed to the MAPPA process and were able to advise and support planning for his release. It was determined that Case P would be housed in a rehabilitation facility which would

mean a period of assessment could take place to accurately determine his needs. Partners in Adult Social Care worked with other professionals to develop a package of interventions. The National Probation Service and Police were involved in this process through formal MAPPA meetings to ensure accommodation and access to services did not put anyone at risk and licence conditions could be put in place to monitor and control his behaviour, ensuring the safety of others. Disclosure to staff and other service users was considered as this is often a good way of keeping others safe. Arrangements continue to be reviewed as Case P's health needs change and MAPPA has provided a framework that ensures agencies work together in response to this.



Hampshire Constabulary is also at the forefront of using the latest digital forensic technology to manage the risk from Registered Sex Offenders (RSO). Creative approaches to managing sex offenders in the community include officers utilising the Police marine unit to ensure that timely visits are carried out. An RSO's boat could only be reached by navigating the ocean waves and so the services of the Marine unit were called upon help as the offender managers didn't fancy the swim! This innovative approach resulted in a successful unannounced visit on a very surprised RSO.

CASE STUDY

Her Majesty's Prison Service performs a key role in MAPPA, ensuring offenders are prepared for release by working alongside agencies that will provide interventions and manage risk in the community.

Case Y received an extended sentence after being convicted of a variety of sexual offences against children. The sentence imposed means the MAPPA management and the possible sanction of a return to prison will be in place for longer. Work to protect the public reflects the risk of harm Case Y presents and his management in prison reinforced expectations of this individual when released. Staff from HMP Winchester received Case Y from a prison further afield to enhance involvement in planning for his release. Contributions from prison staff at MAPPA meetings provided up to date information on the offender's attitude towards the planned restrictions for him and valuable insight in to his level of motivation.

Having been allocated an offender supervisor in custody, the offender was informed of the conditions of his release prior to leaving prison and had an opportunity to clarify these restrictions and prison staff were able to confirm his understanding.

The prison supervisor attended MAPPA meetings and provided up to date information about contacts Case Y had with associates and his partner, who was also managed under MAPPA.



A clear picture about the plans Case Y had for his own release was provided by the prison supervisor and contingencies identified where necessary to mitigate harm. As an example, arrangements were made for the offender to be met at the prison gate by officers from Hampshire Constabulary in order for him to be escorted to an Approved Premises where his movements and interactions could be monitored more closely.

It is recognised that developing positive working relationships whilst in custody and better preparing offenders for their release back in to the community is more likely to result in them avoiding re-offending. The Prison Service contribution to MAPPA promotes this approach and helps staff and offenders alike to be informed about decisions being made to protect the public. Regular auditing arrangements have promoted the improvement of practice across MAPPA. Case managers meet with a panel of senior managers across agencies that contribute to MAPPA and review how cases are overseen in the community, to identify learning or good practice. The MAPPA Chairs Forum has been used to share and develop practice, which has enhanced risk management plans and addressed a number of other recommendations made following quality assurance work. This includes improved engagement with prison staff and promoting better communication with Approved Premises. The MAPPA Coordinator has continued to focus on ensuring that records of MAPPA meetings reflect critical decisions and are accurate. MAPPA training has been delivered both to individual organisations and in multi-agency forums. By increasing awareness of the work done to protect the public, we are able to promote engagement from staff working with offenders and victims so that interventions are coordinated and targeted. Hampshire Constabulary has developed a bespoke training package, further equipping officers with the skills and knowledge to work effectively in the unique offender management environment. The Management of Sexual Offenders and Violent Offenders (MOSOVO) course has been well received and as a result, discussions about delivering this course to neighbouring forces are taking place.

CASE STUDY

Case A is a young offender and was supervised by one of four Youth Offending Services (YOS) in Hampshire and IOW that work as lead agencies under MAPPA. Having been convicted of three sexual offences, Case A was ordered to register as a sex offender for a period of time that reflected his age and was managed as Category One MAPPA case.

The nature of Case A's offending meant that the YOS and Police had to work alongside the local education authority to identify how Case A could safely attend school and complete his GCSEs. Discussions at MAPPA meetings attended by Children's Services and Education representatives identified a suitable placement. It helped the school complete a risk assessment and formulate a risk management plan that protected other pupils whilst facilitating the successful completion of these exams by Case A.

As a young registered sex offender, Case A had to again consider how he could access further education, whilst appreciating that colleges would be concerned about his offending behaviour. A dedicated YOS employment, training and education worker advised and supported Case A to find alternative ways to progress after a number of colleges refused to admit him. Gaining an art qualification increased his confidence and helped Case A recognise that, whilst his offending behaviour had consequences for him, taking responsibility for this and working hard could lead to positive outcomes.

Experienced YOS and Police staff worked with Case A to address his offending behaviour, exploring issues including victim awareness and his own sexuality as a young person. A close working relationship developed and Case A was able to explore his motivation and reduce the likelihood of re-offending.

MAPPA meetings also considered how accommodation issues had affected his offending behaviour. It was necessary for Case A to live between family members and had to share the use of one bedroom with his mother and her partner. This had contributed to tension and isolation and so consideration was given to how this situation might be improved.

The YOS officer comments that "Case A has positive aspirations for the future and is now certain of his sexual identity. I am hopeful he will be able to follow his career goals, his relationship with his mother and stepfather is much improved and the development of small appropriate friendship group is positive". Ensuring that the governance structure for MAPPA in Hampshire and IOW is fit for purpose has been a key area of work this year. Each element of the structure has been reviewed and terms of reference re-written to encompass roles and responsibilities that promote accountability and good practice. Representation from key partners has also been a focus of this work to improve the multi-agency perspective on public protection. Links to other criminal justice and safeguarding bodies have been developed through the promotion of MAPPA, participation by partner agencies in auditing, and joint working focusing on learning outcomes.

CASE STUDY

Case B is managed under MAPPA as a result of a number of convictions for serious sexual offences. His offending impacted multiple victims over a large geographical area and the complexity of this meant Case B was managed for period at level three. The case was considered to be one of the "critical few" and was registered with the Critical Public Protection Casework team in the Ministry of Justice, providing the opportunity for additional resources if needed.

Case B's release from prison was considered by the Parole Board and local MAPPA agencies were required to work together to develop a risk management plan to reduce the risk of harm to the public should he be released from custody. There were particular concerns about how to protect the victims because of the offender's attitude and behaviour in custody.

A number of senior managers attended MAPPA meetings to create a risk management plan, including representatives from the National Probation Service, the Police, and Prison Service, along with local authority and third sector housing providers.

Key contributors to this work were Victim Liaison Officers from a number of areas who worked to coordinate restrictions and plans to protect the victims should they be approached. This was achieved by placing exclusion zones on the offender and placing him in a Probation Approved Premises a significant distance away from the identified victims. Additional measures were also considered which would have meant authorities would have been alerted had Case B attempted to make unwelcome contact.

When the Parole Board indicated they intended to release Case B further work was undertaken through MAPPA and the Ministry of Justice to secure additional interventions linked to mental health and to increase the ability to monitor Case B through GPS technology. Agencies involved also considered how to provide assurance to the public about how the case was being managed, as Case B's offending had been widely reported in the media.

By moving the offender to a different area, the plan to manage him also involved a new case manager, so work was completed to ensure his new Probation Officer and Police had all the information they needed to manage his risk. This case highlights that regular multi-agency contact between MAPPA meetings is key to creating and delivering an effective overall plan that works for all the agencies involved.

Offender management skills have also been promoted to staff throughout Hampshire Constabulary to assist in the management of high risk or dangerous offenders. The use of technology to manage offenders in the community has been consolidated, and consideration of GPS tagging either on a voluntary basis or as a restrictive element of a Sexual Harm Prevention Order (SHPO) is now standard practice as part of a toolbox of approaches to protect the public.

CASE STUDY

Protecting the public was reinforced following the successful prosecution for stalking of an offender managed under MAPPA. Case H had been subject to ongoing management by the Police and National Probation Service with frequent contributions from mental health professionals and the Prison Service at level two and level three meetings. A repeated pattern of behaviour included Case H making numerous false claims about his lifestyle as he embarked on a relentless campaign to makes the lives of his victims unbearable by obsessively

sending disturbing text messages, making false marriage arrangements, creating fictitious children and even falsely registering those children with GPs and schools. Whilst subject to MAPPA, the individual was considered by the Hampshire and IOW Stalking Clinic, assisting in the assessment of harm and management approaches. Effective information sharing resulted in the offender receiving a four year custodial sentence and an indefinite Restraining Order to protect specific victims.

Lay Advisers' contribution to Annual Report

As Lay Advisers, our voluntary role is to contribute to the monitoring and evaluation of the operation of MAPPA. In addition to attending the Strategic Management Board (SMB) meetings, we participate in multi-agency audits across a range of cases which provides a vigorous review of the way in which cases are managed. We attend level 2 and 3 MAPPA meetings across Hampshire and Isle of Wight, providing feedback on the process to the MAPPA Co-ordinator and between us we also attend and contribute to the Delivery sub-group and the Quality sub-group. Whilst appreciating the challenges faced by agencies, we are keen to ensure that Police, Prison and Probation services and 'duty to co-operate' agencies are appropriately represented and contribute at MAPP meetings as well as at the SMB and sub-group meetings so that sharing of information and robust decision-making processes are in place. As a result of the commitment to this multi- disciplinary approach in Hampshire and Isle of Wight, we are confident that communities and residents within the Hampshire and Isle of Wight MAPPA area are better protected from serious harm.

We attended the MAPPA Lay Advisers' Annual Conference (2018) in London where developments in MAPPA policy and practice were discussed thus assisting our ongoing contribution to the monitoring and evaluation of the operation of MAPPA across Hampshire and Isle of Wight.

Nicola Price / Ray Palmer MAPPA Lay Advisers

MAPPA and Victims

The National Probation Victim Contact Service works with victims of serious violent and sexual offences after the offender has received a prison sentence of 12 months or more, or has been given a Hospital Order, in England or Wales. Under the law, a victim can receive certain information about the offender's sentence and be told how the prison, mental health and probation systems work. They can choose to be contacted at key stages in the offender's sentence, can put forward their concerns and advise of the impact of the offences in Victim Personal Statements and can also request licence conditions for release. To fulfil these obligations, the Victim Contact Service works closely with MAPPA and will attend meetings to represent the victim's view and any concerns for their mental and physical well-being in relation to the offence and offender.

The recent Supreme Court judgement in the Worboys case led to a review of the Parole Process and in particular the experiences of victims. The findings have meant that Parole Board is now more transparent in how they make their decisions. The introduction of Parole Board Decision Summaries from 22 May 2018 is likely to have a significant impact for all agencies due to the level of detail now being given, not only to victims who can request this, but also members of the public and media. The uptake thus far by victims engaged in the Victim Contact Service has been very high, over 700 in our division alone (South West and Central). This will inform MAPPA discussions when looking at contingencies and protecting the public.

The Victim Contact Scheme guidance is currently under review, aiming to provide greater detail and clarity around areas relevant to MAPPA, such as defining exclusion areas and issues of disclosure which involve the victim.

KEY OBJECTIVES FOR 2017-18

The Hampshire and Isle of Wight MAPPA Strategic Management Board has identified priorities for 2018 - 2019. These include:

- Developing a Performance framework that provides assurance in relation to both qualitative and quantitative measures.
- Implementing an improved thresholding process to ensure offenders are managed at the most appropriate level.
- Reviewing lead agency responsibilities and practice for MAPPA cases managed by Youth Offending Services and Mental Health agencies.

- Developing opportunities to communicate and build effective interfaces with partner agencies to promote public protection.
- Review MAPPA practice in Hampshire and Isle of Wight, encompassing any organisational changes as a result of the NPS Offender Management in Custody project.

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







