



Multi Agency Public Protection Arrangements

KENT MAPPA



Annual Report 2018-19

Intro

We are pleased to introduce the 2018–19 Multi Agency Public Protection Arrangements (MAPPA) Annual report for Kent. Multi-Agency Public Protection Arrangements are recognised as representing a world-leading approach to the management of high risk offenders.

The purpose of this report is to convey to the public in Kent how MAPPA operates locally and how we are continuing to develop practice in order to manage the highest risk offenders in the community, to both reduce re-offending and to protect the public from risk of serious harm, as well as support the individual's successful re-integration into the community.

Supported by the commitment of the three Responsible Authorities (RAs), and Duty to Cooperate Agencies (DTCs) across the County, the work of Kent MAPPA has continued to provide effective and thorough management of all high-risk offenders. The individuals being managed via these arrangements often present with a multiplicity of complex needs. Addressing these effectively requires a strong collaborative approach, and in Kent we have been successful in fostering this facilitative methodology towards risk management. Indeed, effective risk management often transcends County-boundaries, but our continued liaison with other MAPPA areas, both regionally and nationwide, has reinforced the efficiency of our multi-agency management.

In Kent we recognise the benefits to be derived from adopting a focus on Continuous Improvement (CI). To this end we have worked closely with our colleagues on the Strategic Management Board (SMB) to develop a comprehensive business plan which has provided a focus on applying the principles of CI to all aspects of MAPPA business. In particular, we have been seeking to pursue activities to promote:

- training and awareness of MAPPA across all RA's and DTC's
- auditing across all levels of MAPPA management to identify areas of good practice and those where improvement is needed
- developing a strong SMB to support the work of MAPPA across the County, including increasing an understanding of roles and processes
- true partnership and effective accountability across the SMB agencies
- innovative solutions where areas of difficulty have been identified in respect of risk management



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Chair
Kent MAPPA Strategic Management Board



Tracey Kadir
Head of LDU Kent,
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Alan Pughsley
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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 presenting the higher risks of serious harm.

- **Level 1** is where the offender is managed by the lead agency with information exchange and multi-agency support as required but without formal MAPPA meetings;
- **Level 2** is where formal MAPPA meetings are required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level at MAPPA meetings.

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 2019				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1842	512		2354
Level 2	7	22	6	35
Level 3	0	1	0	1
Total	1849	535	6	2390

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	27	28	13	68
Level 3	1	4	0	5
Total	28	32	13	73

RSOs cautioned or convicted for breach of notification requirements	32
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RSOs who have had their life time notification revoked on application	7
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	110
SHPO with foreign travel restriction	0
NOs	6

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	2
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Level 2 and 3 offenders returned to custody				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	3	2	3	8
Level 3	0	1	1	2
Total	3	3	4	10
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	114
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This figure has been calculated using the Mid-2018 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 2019 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2018 to 31 March 2019.

(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 at Level 1 without formal 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.”) These offenders are assessed and managed by the police. They may also be managed by probation or health services if they are subject to licence or a hospital order. 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. These offenders are assessed and managed by the National Probation Service, Youth Offending Team or Mental Health Services.

(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. These offenders are assessed and managed

by whichever agency has the primary responsibility for them.

(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. They 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 committed 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. Persons do not come off the register automatically. Qualifying offenders may submit an application to the police to review their indefinite notification requirements. The police review the application and decide whether to revoke the notification requirements. This decision is made at the rank of Superintendent. Those who continue to pose a significant risk will remain on the register for life, if necessary.

Individuals 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 applied from 1 September 2012 for adult offenders.

Local page

Overview

The statistics for MAPPA offenders monitored in Kent on the snap-shot date of the 31st March 2019 are largely consistent with the previous year's reporting period, with the total number of individuals monitored by MAPPA rising by 2%. Although there has been an increase of 3% in the number of Sexual Offenders being monitored in the County this is due to the increase of mandatory life time registrations being imposed post-conviction. The number of individuals cautioned or convicted for breaching the notification requirements remains the same as last year at 32.

The number of violent and other dangerous offenders has increased by 9% during the reporting period. Within the snap-shot data of 31st March 2019 of those offenders' subject to MAPPA reporting, 98% were managed at Level 1.

Over the reporting period the number of Level 2 and 3 MAPPA offenders returned to custody for breaching their licence reduced from 26% last year to 13% this year. This reflects the robust management of this category of offenders and the interventions which are provided to both monitor and rehabilitate.

Housing:

Kent has seen some significant challenges in 2019 in relation to accessing supported accommodation for offenders in the community. This has largely been due to cuts in funding from Kent County Council for the support element of housing benefit which would go to providers to assist offenders with their tenancies as well as offering support in finding more permanent accommodation. Local Housing Districts have worked tirelessly to secure temporary housing for those offenders which were affected due to the withdrawal of this financial support.

MAPPA in Kent had been holding a MAPPA Housing Panel, where the most complex MAPPA offenders housing needs were identified. Key stakeholders from local supported accommodation providers worked with the Chair of the Kent Housing Options Group to adopt a new approach in risk assessment and care needs on a case by case basis. Unfortunately, due to the withdrawal of the financial support, this group had to be disbanded. However, our Kent MAPPA SMB have identified a critical need for housing offenders in our local communities particularly after long prison sentences. It is often the key to successful rehabilitation and risk management. Therefore, a MAPPA Housing Sub Group has been formed once again so this vital area of work remains a key focus for all partners. Key stakeholders including Probation, Police, Local

Authorities and Housing Providers will meet to discuss future options for a new MAPPA housing panel. This may include better training for local social landlords who may be fearful of housing offenders and need support around this. We will be exploring the possibility of jointly funding a 'MAPPA Bed' at one of the local supported housing providers that MAPPA have previously worked with, to provide temporary support for high risk offenders.

We have seen some positive joint working with Local Housing Authorities in Kent with the introduction of the "The Homelessness Reduction Act 2017 Duty to refer". Prisons and Probation Providers in England, must refer those who they have identified as being at risk of homelessness to a Local Housing Authority. Probation staff have a duty to undertake an assessment of an individual's case to determine their overall resettlement and rehabilitative needs. An integral aspect of this is to understand their accommodation needs. It is therefore at this point that an officer will be able to determine whether someone is homeless or at risk of becoming homeless within 56 days. In Kent we have seen Local Housing teams build good relationships with Probation and Prison staff in identifying those most at need and this has included MAPPA Offenders.

Accommodating MAPPA offenders will continue to remain a priority for the MAPPA Strategic Management Board in the coming year. All partners are critically aware of the correlation between stable and secure accommodation and the positive change this often brings to offenders' lives which can lead to a reduction in the risk of re-offending and risk of serious harm to the public.

Mental Health

Under MAPPA guidance, those MAPPA eligible offenders who have been sentenced to Hospital Orders/Restricted Hospital Orders and those who have been transferred from Prison to Hospital under the Mental Health Action Section 47 are required to be monitored and managed through MAPPA. The MAPPA guidance incorporates information sharing via the MAPPA I form. Whilst this is still completed, Kent have adopted an enhanced information sharing protocol. We have an excellent working relationship with our local secure hospital units. Every six weeks information sharing meetings are held which are attended by police and probation from the Kent MAPPA team and hospital staff. These meetings are invaluable to assist staff within the hospitals in preparing risk assessments and release plans which provides a joined up multi-agency

approach for some of our most complex MAPPA cases. This also ensures that VISOR is updated to reflect the current situation of each individual.

Kent is also expanding the Intensive Intervention and Risk Management Service (IIRMS) through the Chiron Community. The Chiron Community is a bespoke psycho-social service for people being released from long term prison sentences who may require additional support to re-integrate into the community. The service offers a co-produced support and intervention plan for each person referred which may comprise of some or all of the following;

- Pre-release relationship building for motivation and engagement
- Extended Approved Premises Stay with structured plan for move-on
- Individual therapeutic work – structured psychological therapies such as schema work, Dialectical Behaviour Therapy, occupational therapy, coping skills and emotional management
- Daily living skills and support via occupational therapy
- Peer led community support
- Working towards group activities

Extra funding has been secured by the National Probation Service/NHS England to employ three specialist Personality Disorder Probation Service Officers in 2019 to work within the Chiron Community team of psychologists and occupational therapist. Early identification of MAPPA offenders in custody with mental health issues is crucial to ensure there is a robust risk and resettlement plan which is also therapeutic in nature. Although the Chiron Community only works with a relatively small group of service users currently, this will hopefully expand overtime. The Offender Personality Disorder Pathway (OPD) continues to provide advice, support and expertise to staff working with service users who have been diagnosed with PD or who display traits of PD.

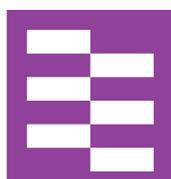
Lay Advisor Report

The four-pillar process is now embedded and continues to work well in Kent L2/3 MAPPA meetings. I have been impressed with the standard of chairing at all Level 2 and 3 MAPPA meetings I have attended. The appointment of the second lay advisor has been a slow process and she is yet to take up her post. Therefore, my commitment to both Level 2 and Level 3 MAPPA meetings has been restricted due to time constraints. However, I have continued to attend a number of Level 2 and 3 MAPPA meetings throughout the County. Whilst buy-in from Duty to Co-operate Agencies has been good at Level 3 meetings, this can sometimes be inconsistent at Level 2. I have been disappointed with the level of service which has been offered to MAPPA Offenders in mental health crisis in the community as well as the lack of information provided when community mental health teams attend the Level 2 MAPPA meetings. In addition, I have found in some cases that Youth Offending Teams, when invited, have not been fully aware of their reason for attendance or what information is required of them. This is an area which I have discussed with the Kent MAPPA Co-Ordinator and she has assured me that going forward MAPPA training will be provided to all YOT teams as well updating MAPPA information sharing processes.

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