



Multi Agency Public Protection Arrangements

DURHAM & DARLINGTON



Annual Report

Intro

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 statistics of the cases held in our area, 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.

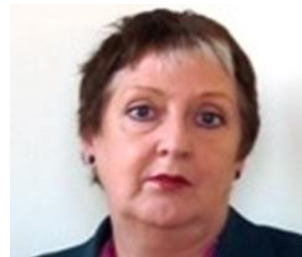
The findings of this report reflect consistently effective and robust partnership working arrangements which have continued to thrive in spite of the current economic climate and the financial pressures that the public sector currently faces. Public protection is firmly on the agenda for all partner agencies and will continue to be so in the future.



Jo Farrell
Durham
Constabulary
Chief Officer



Alan Tallentire
Prison Group
Director, Tees
and Wear
Prisons Group



Maureen Gavin
Head of NPS
Durham
(Retired)



Foreword

The advance of Covid 19 from February 2020 caused unprecedented difficulties and complications for all agencies. MAPPA was not exempt from these and had to adapt quickly in accordance with a local Exceptional Delivery Models (EDM). One of the main changes has been the use of virtual meetings via Microsoft Teams. The use of this technology did not impact on the purpose of MAPPA and has proved to be a great success in terms of attendance rates and efficiency of staff, so much so that Durham Strategic Management Board (SMB) has agreed to its long-term use for the facilitation of level 2 and 3 meetings.

The SMB in Durham and Darlington is chaired by a senior manager from one of the Responsible Authority Agencies (National Probation Service, Police, Prison) with the current chair being Chief Superintendent Adrian Green from Durham Constabulary. The role of the SMB is to ensure the quality and effectiveness of MAPPA. It is impossible to eliminate all risks when offenders are being managed within the community but the three responsible authority agencies are fully committed to ensuring that, through MAPPA partnership, risks are reduced.

The Durham and Darlington MAPPA team continues to include MAPPA administration resources from Police and Probation who manage the MAPPA diary, schedule meetings, disseminate meeting invites and requests for information to relevant agencies, collate agency reports and provide action plans and minutes of meetings to the panel of attendees. DI Lee Blakelock and I consider MAPPA referrals and make decisions around suitability, chair MAPPA level 2 and PDP meetings, ensure the smooth running of MAPPA processes in Durham and Darlington by building positive relationships with Duty To Cooperate (DTC) agencies, provide training and managing a quality assurance and complaints group.

The Prison Service in Durham manages the offenders prior to their return to the community making sure information is shared with key partners in advance of their release. There is an agreed joint process in place between Prison, Probation and Police that allows for effective communication to occur.

The Probation Service in Durham (NPS Durham) has access to a range of interventions, resources and restrictions by way of licence conditions which can be implemented through MAPPA to minimize and address the risks posed by an offender in the community. NPS Durham can commission resources from Durham Tees Valley Community Rehabilitation Company (DTV CRC), including accredited group work activities, domestic abuse one to one program and a mentor scheme for male and female offenders.

NPS Durham works closely with victims of crime who have been identified to have been affected by serious sexual or violent offending behavior. Anyone who is the victim of an offender sentenced to 12 months custody or more or is detained under the Mental Health Act 1983 for a Specified sexual or violent offence is contacted by the Victims Service Unit. The contact offered includes regular updates for the victims during the offenders sentence at relevant points and continues post release until the expiry of the sentence. The Victims Liaison Unit ensures the victims' views are raised in all appropriate forums including parole board hearings and MAPPA meetings.

MAPPA enables Durham Police to coordinate with other agencies the effective risk management of violent and sexual offenders. Registered Sex Offenders have a designated Police Risk Management Officer who can both benefit from, and assist the risk assessment and planning process.

DTC agencies which includes the Youth Justice Service, Children's Service, Local Authority Housing, Local Education Authority, DTV CRC, Fire Service, NHS Trust, Registered Social Landlords and Electronic Monitoring Services support the responsible authority agencies in providing and implementing a stringent risk management plan to protect the public from crime.

DTC's have taken an active role with Durham's Quality Assurance group. This group has made some significant improvements to MAPPA in Durham and Darlington helped by excellent levels of representation and input from strategic members. These members are reviewing their own agencies policies to ensure MAPPA is being given appropriate consideration within working practices in accordance with a Memorandum of Understanding. The MAPPA E learning training has been completed by a high number of professionals across all partner agencies and this continues to improve performance and risk management highlighting the commitment there is towards MAPPA in Durham and Darlington.

Steven Adair Mappa Coordinator

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 2020				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	823	232	-	1055
Level 2	19	9	3	31
Level 3	0	0	0	0
Total	842	241	3	1086

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	25	24	23	72
Level 3	1	1	0	2
Total	26	25	23	74

RSOs cautioned or convicted for breach of notification requirements	7
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RSOs who have had their life time notification revoked on application	8
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	40
SHPO with foreign travel restriction	0
NOs	0

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	1
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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	6	5	3	14
Level 3	6	0	0	0
Total	6	5	3	14
Breach of SOPO				
Level 2	1	-	-	1
Level 3	0	-	-	0
Total	1	-	-	1

Total number of Registered Sexual Offenders per 100,000 population	148
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This figure has been calculated using the Mid-2019 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 2020 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2019 to 31 March 2020.

(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 require 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 with update and intervention

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 6 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.

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 an OPD clinician. 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 OPD clinician 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.

National OPD pathway guidance advises OPD Pathway clinicians not to attend MAPPAs on a routine basis, except on very rare occasions – such as when there is a Level 3 MAPPAs discussion arranged. However, OPD clinicians may contribute to MAPPAs by developing the skills and knowledge of the managing OM.”

Eric Jones

Registered Forensic Psychologist
Clinical Lead,
PICS Team

Project Beta Case Study

A partnership project between NPS Durham and Durham and Darlington local authority housing

Background

A Registered Sex Offender who was sentenced to 216 months custody on 29/10/2008 released on licence on 04/02/2020.

Presenting issues: 74 years of ages with poor physical health and mobility: chronic heart disease, COPD, hypertension, AF, heart failure and insulin dependant diabetes. Acute hearing difficulties. Anxiety and self-isolation due to fears of violence given the nature of his offences. Some limited support from older sisters in the local area.

Interventions

Introduction to Beta keyworker via Prison visit. Referrals to accommodation agencies and social housing contacts pre-release given complex needs in order for assessment and access to waiting list/maximise chances of securing accommodation. State Pension and Citizenship card ID applications made. Durham Key Options account opened for property search and bidding, assistance with this via AP keyworker and BETA keyworker due to COVID and inexperience with IT. Secured accommodation with private landlord in Bishop Auckland to coincide with move on from AP.

Ensured via AP staff all meds present and PPE available. Sanitised flat fixtures, took delivery of basic furniture package/food parcel from local agency as pre-arranged via Beta and set up furniture, stored food items. Explained tenancy / sign up and liaised with letting agent re utilities registration. Applied for Housing Benefit, council tax reduction and water rates registration / reduction.

Weekly visits re welfare checks.

Reregistered with local GP; collected medication weekly until it could be delivered by the pharmacy. Arranged a GP appointment following health concerns / overcoming resistance for support. Called emergency services due to deteriorating health. Accompanied to the GP due to issues with communication at first appointment. Supported within appointment to ensure all concerns were addressed. Persisted with calls to Social Care following outcomes from telephone assessments which did not fully highlight care needs. Temporary care support put in place which enabled face to face assessment to be carried out for future social care support package. Liaised with landlord following harassment from other residents (suspecting offending history).

Outcomes Achieved

Stable accommodation with ongoing support from very supportive landlord and social care support.

Accessed medical assessment and treatment

Enabled offender to re-evaluate his place in the community as an RSO and set goals to adapt to changes and manage risks.

He acknowledges the ongoing support from carers and BETA has been invaluable in terms of his daily functioning and socialisation and has become more open about his vulnerabilities and hence accepting and engaging in support offered.

Reduced isolation.

Confidence building.

REDUCED RISK!!

Debra Middleton
Project Beta
Probation Service Officer
NPS Durham

Peter Topping Lay Advisor

I was appointed as the second Lay Advisor to the Durham SMB in January 2020, following a period of some years where the Board only had one lay advisor. I am an ex-Home Office civil servant and I hold a Masters in Criminology from Cambridge. I see my role as being a critical friend to the Board; an informed observer bringing to bear my professional experience of risk management as appropriate.

Not long after my first board meeting, and just as my induction was getting under way, the Covid restrictions were brought in. This meant that the SMB meetings, together with much of the work done under the auspices of the public protection arrangements, were conducted via conference calls and then as the technology was adopted, via video calls.

During the summer, the SMB had a specific discussion and lessons-learnt session on how the various agencies and their staff had coped with the operational restriction caused by the lock-down. It was reassuring in terms of public protection to hear of the efforts that agencies had made in ensuring that monitoring of people subject to MAPPA requirements was assiduously kept up during the pandemic, and especially the efforts to ensure that meaningful contact with vulnerable children was kept up. Whether face to face or via video calls the levels of engagement and understanding of the case in hand by participants is of a high standard.

The SMB's MAPPA Co-ordinator and his team have worked tirelessly during the period to ensure that the board functions effectively. The increased use of video conferencing for MAPPA meetings, thus reducing unnecessary journeys, must be one of the few positive consequences from Covid. I have had the opportunity to attend Level 2 and 3 meetings and to talk to some of the people engaged in public protection work. The challenges that they face in dealing with individuals subject to MAPPA controls should not be under-estimated, and they bring a professionalism and balance to the assessments made in those meetings, and to the demanding work of keeping communities safe.

Over the year it has become apparent that levels of understanding of the MAPPA process, and particularly the requirement for agencies to refer cases into MAPPA, requires further effort and the SMB has undertaken to closely monitor this and in particular the take up of the on-line training package for agencies that has been introduced. Public safety is at the heart of MAPPA, and it is encouraging to note that the Durham SMB has decided to take forward a training seminar for its members and others addressing risk management in the context of criminal justice and public protection decision making. In the light of the tragic murders at Fishmongers Hall, London at the end of 2019, and the subsequent national enquiry which included MAPPA arrangements regarding terrorism, this is a very positive step.

MAPPA reports from England and Wales are published online at:

www.gov.uk

National
Probation
Service

