

# Suffolk

## Multi Agency Public Protection Arrangements



## Annual Report 2014 – 2015



# Introduction

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Welcome to the MAPPA Annual Report 2014 – 2015.

MAPPA was implemented in 2001 and in the past 14 years, strong partnerships between Probation, Police and the Prison Service have continued to develop in order to protect the public from high risk offenders in Suffolk.

The strength of MAPPA largely depends on the close working relationship between the Responsible Authorities, Suffolk Constabulary, the Prison Service and Norfolk & Suffolk Probation Trust and those agencies that have a duty to co-operate with MAPPA.

Suffolk MAPPA acknowledges that the prevention of further offending is not always possible, particularly as we are managing the most dangerous offenders and risk cannot always be entirely eliminated. In order to ensure that Suffolk MAPPA is functioning effectively, we are collaborating with other MAPPAs in the Eastern Region to ensure robust practices are in place for reviewing cases where there is a Serious Further Offence. Regional collaboration ensures that there are resources available for a thorough and objective review of cases.

MAPPA has made a significant contribution in helping to keep the public as safe as possible by managing dangerous offenders in the community in Suffolk. All the agencies recognise there is never a place for complacency in carrying out this difficult work, which always carries some risk of re-offending. MAPPA will continue to be vigilant in striving to protect the public in Suffolk.

## **Suffolk Multi Agency Safeguarding Hub (MASH)**

Organisations responsible for safeguarding vulnerable adults and children in Suffolk are to form a new, single, team to make sure information needed to keep people safe is held, and immediately accessible, in one place.

A range of organisations in Suffolk with responsibility for safeguarding both adults and children such as Suffolk County Council, Suffolk Police, Health Services, District and Borough Council Housing Services, Education, Probation and the Youth

Offending Service have come together to create a Multi-Agency Safeguarding Hub (MASH).

The Suffolk MASH, has been developed as a result of learning from previous experiences, especially from lessons highlighted by reviews of serious safeguarding incidents across the country. A recurring theme of these reviews is the importance of information sharing and close working arrangements between relevant agencies. The MASH model has been strongly endorsed in the OFSTED report 'Good Practice by Local Safeguarding Boards' and 'The Munro Review of Child Protection'. The Care Act 2014 draft guidance also highlights a MASH which includes adult safeguarding as best practice.

The MASH is being implemented in stages to make sure that the high standards of safeguarding already in Suffolk don't suffer during the transition from current arrangements to a fully functioning MASH by the end of the summer. Once fully operational the MASH will be made up of approximately 60 professionals from the county council Children and Adult Services, Suffolk Police, Health and Mental Health Services, Youth Offending Services, Housing and Probation. The majority of these staff will be located at Landmark House in Ipswich.

The main advantage of the MASH is that officers can share the information their agency may have on a child or adult immediately to ensure the decisions taken about how to help an individual are done so, taking into account all available information.

An information sharing agreement has been established between the agencies involved with the MASH to ensure that information is shared confidentially, proportionately and securely. Sensitive and confidential information will never leave the 'safety' of the MASH team but it will help inform decision making.

If you are worried that a child, young person or adult is at risk of abuse, harm or neglect, please call Customer First on **0808 800 4005** (free from landlines and most mobiles)

# What is MAPPA?

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## MAPPA background

- (a) 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.
  - (b) 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.
  - (c) A number of other agencies are under a Duty To Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Trusts, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.
  - (d) 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 duty to co-operate agencies.
  - (e) Lay Advisers are members of the public with no links to the business of managing MAPPA offenders and 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).
- In the majority of cases that is as far as MAPPA extends but in some cases, it is determined that active multi-agency management is required. 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** – (in the main) violent offenders sentenced to imprisonment for 12 months or more; 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 management levels intended to ensure that resources are focussed upon the cases where they are most needed; generally those involving the higher risks of serious harm. **Level 1** involves ordinary agency management (i.e. no MAPPA meetings or resources); **Level 2** is where the active involvement of more than one agency is required to manage the offender but the risk management plans do not require the attendance and commitment of resources at a senior level. Where senior oversight is required the case would be managed at **Level 3**.
    - MAPPA is supported by ViSOR. This is a national IT system for the management of people who pose a serious risk of harm to the public. The police have been using ViSOR since 2005 but, since June 2008, ViSOR has been fully operational allowing, for the first time, key staff from the Police, Probation and Prison Services to work on the same IT system, thus improving the quality and timeliness of risk assessments and of interventions to prevent offending. The combined use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when these high risk offenders move, enhancing public protection measures. All MAPPA reports for England and Wales are published online at: <http://www.justice.gov.uk/statistics/prisons-and-probation/mappa>

## How MAPPA works

- MAPPA-eligible offenders are identified and information about them is shared by the agencies in order to inform the risk assessments and risk management plans of those managing or supervising them.

# MAPPA Statistics

## MAPPA-eligible offenders on 31 March 2015

|         | Category 1:<br>Registered sex offenders | Category 2:<br>Violent offenders | Category 3:<br>Other dangerous offenders | Total |
|---------|-----------------------------------------|----------------------------------|------------------------------------------|-------|
| Level 1 | 646                                     | 201                              | -                                        | 847   |
| Level 2 | 10                                      | 9                                | 1                                        | 20    |
| Level 3 | 1                                       | 0                                | 0                                        | 1     |
| Total   | 657                                     | 210                              | 1                                        | 868   |

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

|         | Category 1:<br>Registered sex offenders | Category 2:<br>Violent offenders | Category 3:<br>Other dangerous offenders | Total |
|---------|-----------------------------------------|----------------------------------|------------------------------------------|-------|
| Level 2 | 28                                      | 26                               | 2                                        | 56    |
| Level 3 | 1                                       | 1                                | 1                                        | 3     |
| Total   | 29                                      | 33                               | 3                                        | 59    |

## RSOs cautioned or convicted for breach of notification requirements

25

## Restrictive orders for Category 1 offenders

### SOPOs, NOs & FTOs imposed by the courts

|       |    |
|-------|----|
| SOPOs | 70 |
| NOs   | 3  |
| FTOs  | 0  |

## Level 2 and 3 offenders returned to custody

|                          | Category 1:<br>Registered sex offenders | Category 2:<br>Violent offenders | Category 3:<br>Other dangerous offenders | Total |
|--------------------------|-----------------------------------------|----------------------------------|------------------------------------------|-------|
| <b>Breach of Licence</b> |                                         |                                  |                                          |       |
| Level 2                  | 2                                       | 9                                | 1                                        | 12    |
| Level 3                  | 0                                       | 1                                | 0                                        | 1     |
| Total                    | 2                                       | 10                               | 1                                        | 13    |
| <b>Breach of SOPO</b>    |                                         |                                  |                                          |       |
| Level 2                  | 0                                       | -                                | -                                        | 0     |
| Level 3                  | 0                                       | -                                | -                                        | 0     |
| Total                    | 0                                       | -                                | -                                        | 0     |

## Total number of Registered Sexual Offenders per 100,000 population

101

This figure has been calculated using the Mid-2013 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 on 26 June 2014, 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 2015 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2014 to 31 March 2015.

**(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 (97.6% this year) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

**(b) Registered Sexual Offenders (RSOs)** – those who are required to notify the police of their name, address and other personal details and to notify any changes subsequently (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence which 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 MAPP 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 Offences Prevention Order (SOPO)** – a court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender’s behaviour in the community. The full order lasts for a minimum of five years, and can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender loitering near schools or playgrounds. If the offender fails to comply with (i.e. breaches) the requirements of the order, he can be taken back to court and may be liable to up to five years’ imprisonment.

**(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) Foreign Travel Orders** – these prevent offenders with convictions for sexual offences against children from traveling abroad where this is necessary to protect children from the risk of sexual harm.



# Suffolk MAPPA

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## The role of the MAPPA Lay Adviser

Suffolk Strategic Management Board will be advertising shortly to recruit two Lay Advisers.

The Lay Adviser role is voluntary and part-time. Lay Advisers are not expected to become experts – they are there to act as informed observers and to ask questions which the professionals closely involved in the work might not think of asking. They provide a challenge to the professionals by acting as a "critical friend".

Some of the duties of Lay Advisers include:

- Assist in the monitoring and evaluation of the operation of MAPPA in their area
- Assist the SMB to ensure that it has created effective links with other public protection organisations, for example the Local Criminal Justice Board and the Local Safeguarding Children Board
- Assist in the review of the SMB business plans and broader community strategy

## Child Sex Offender Disclosure Scheme

Police in Suffolk have been given extra power to protect children from sexual offenders. The Child Sexual Offender Disclosure Scheme, has been a major step forward in our ability to protect children from sexual offenders but also to empower parents and guardians to understand how to best protect their children.

This scheme allows members of the public to apply for information if they suspect that a child is at risk from someone they think might be a sexual offender. The scheme involves consultation with other MAPPA agencies such as Probation and Children's Services to make decisions. If an individual is found to have convictions for sexual offences against children and there is reasonable cause to believe that the individual poses a risk of causing serious harm to the child or children concerned, there is a presumption that this information will be disclosed to the parent, carer or guardian.

Should disclosure be necessary, it will be given to the person who is best placed to protect the child from harm. This will usually be the parent, carer or guardian. Disclosures can also be made to other

identified members of the public who are in a position to protect a child from harm.

If you wish to make a CSODS application then please phone the police on 01473 613500

## The Strategic Management of MAPPA

Senior representatives of each agency involved in MAPPA form a Strategic Management Board (SMB). The SMB meets regularly in order to monitor the arrangements and direct any necessary improvements. This includes the reviewing of operations for quality and effectiveness and planning how to accommodate any changes as a result of legislative changes, national guidance or wider criminal justice changes.

## Information Sharing

The sharing of information between agencies involved in MAPPA is crucial to successfully protecting the public. The information shared is governed by protocols which ensure that information is handled carefully, legally and proportionately in order to monitor offenders who are managed by MAPPA.

The MAPPA responsible authority and duty to cooperate agencies routinely share information as they manage the risk posed by MAPPA eligible offenders.

## MAPPA Quality Assurance

Norfolk and Suffolk MAPPA have been working together to ensure that the work of MAPPA is scrutinised in terms of quality and effectiveness. A sample of MAPPA cases are regularly checked to make sure that they are being effectively managed in line with MAPPA Guidance (Nationally set expectations). Good practice is shared across all agencies and if practice falls short of the required standards, actions are taken to rectify this.

# Domestic Violence Disclosure Scheme

From March 2014 people with concerns about their partner's history are able to request background information from Suffolk police.

The introduction of Clare's Law – or the Domestic Violence Disclosure Scheme – follows a 14-month pilot in four other police forces, which provided more than 100 people with potentially life-saving information.

## What is the Domestic Violence Disclosure Scheme?

The aim of this scheme is to give you a formal mechanism to make inquiries about your partner if you are worried that they may have been abusive in the past.

If police checks show that your partner has a record of violent behaviour, or there is other information to indicate that you may be at risk from your partner, the police will consider sharing this information with you.

The scheme aims to help you to make a more informed decision on whether to continue a relationship, and provides further help and support to assist you when making that choice.

## Who can ask for a disclosure?

A disclosure under this Scheme is the sharing of specific information about your partner with either you or a third person for the purposes of protecting you from domestic violence.

- You can make an application about your partner if you have a concern that they may harm you.
- Any concerned third party, such as your parent, neighbour or friend can also make an application if they are concerned about you.
- However, a third party person making an application would not necessarily receive information about your partner. It may be more appropriate for someone else to receive the information, such as you, or a person that is in a position to protect you from the abuse.
- Information will only be given to someone who is in a position to use the information to protect you from the abuse.

## How do I make an application?

Contacting the police

There are many different ways you can contact the police: You can:

- Visit a police station.
- Phone **101** the non-emergency number for the police; or
- Speak to a member of the police on the street

If you require further information about the Domestic Violence Disclosure Scheme or wish to make a request for information under it, please contact Suffolk Police on **101**.

If you believe there is an immediate risk of harm to someone, or it is an emergency, you should always call **999**.

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

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

**National  
Probation  
Service**

