

DURHAM MAPPA



Annual Report 2014-15



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

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

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

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

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



Carina Carey –
National Probation Service – Durham
Area



Michael Barton
Chief Constable –
Durham Constabulary



Alan Tallentire
Deputy Director for Custodial/NE
North East – HM Prison

What is MAPPA?

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, UKBA, 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).

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.
- 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.

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2014				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	560	192	18	770
Level 2	15	5	0	20
Level 3	1	3	0	4
Total	576	200	18	794

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	12	18	55
Level 3	2	4	0	6
Total	27	16	18	61

RSOs cautioned or convicted for breach of notification requirements	12
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Restrictive orders for Category 1 offenders	
SOPOs, NOs & FTOs imposed by the courts	
SOPOs	2
NOs	0
FTOs	0

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	9	0	12
Level 3	0	0	0	0
Total	3	9	0	12
Breach of SOPO				
Level 2	0	0	0	0
Level 3	0	0	0	0
Total	0	0	0	0

Total number of Registered Sexual Offenders per 100,000 population	This figure will be sent back with a copy of the above figures from the Centre to include in this report.
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This figure has been calculated using the Mid-2014 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 2015, 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 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% 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 travelling abroad where this is necessary to protect children from the risk of sexual harm.



DURHAM MAPPA

Covering County Durham and Darlington

A note from Chief Superintendent Ivan Wood Durham Constabulary, Carina Carey National Probation Service Director for Durham and Darlington and Alan Tallentire, Regional Manager Custodial Services, HM Prison Service

Multi-Agency Public Protection Arrangements in County Durham and Darlington are delivered by the PPU, the joint Police and Probation Public Protection Unit.

Established in 1999, with three staff, the PPU has now grown into a well-established unit. The staffing levels have increased to a cohort of twenty staff, comprising a mix of police and National probation officers. The maintenance of resources is a reflection of the priority that the partners collectively place on this high risk area of business.

The staff working within the unit have developed high levels of expertise and knowledge, and have been trained to administer and interpret a range of risk assessment tools.

Police colleagues have all recently been trained in the new Active Risk Management System, a new national, dynamic risk assessment for sex offenders, The National Probation Service are looking to join the Police with this assessment later into 2015.

The PPU is staffed by extremely experienced people; however, we recognise that the responsibility for safeguarding the community is a collective one. As such it is firmly on the agenda for neighbourhood policing teams, locality probation teams and front line multi-agency staff. We also enjoy excellent support from our partners in the Prison Service who attend MAPPA meetings, and provide valuable support in drawing up joint plans in relation to management of offenders.

County Durham and Darlington are steaming ahead of other areas, continuing to raise the awareness of child sexual exploitation in a multi-agency forum, this year we teamed up with Mentor Forensics to deliver a new initiative to Intervene to Protect a child (IPC), which has been a success with over 200 multi-agency staff receiving the training and more front line staff will be trained later in 2015.

We are proud of our achievements in the area of public protection and we are working hard to develop new processes for early identification and intervention with

violent and dangerous offenders, to ensure that we are maximising opportunities to reduce the risk that those offenders pose. For example, within the area of Domestic Abuse, we are targeting some of our efforts in the area of high volume, low risk cases, working to prevent the escalation of these offences into cases that would ultimately require referrals into MAPPA. High risk domestic abuse cases are managed within MAPPA. High risk domestic violence perpetrators are routinely referred into MAPPA from the domestic abuse Multi Agency Risk Assessment Conference (MARAC) process.

This year has seen the transformation from a Central Referral Unit to a Multi-Agency Safeguarding Hub. This unit is currently staffed by police officers, health and social workers and has been established to improve processes for collective risk based decision making in relation to issues of safeguarding. The unit will work as appropriate with the MAPPA Co-ordinator to ensure that referrals that do meet the threshold for MAPPA are assessed and referred appropriately.

The co-location of police and prison intelligence staff within the PPU has been developing into a very beneficial unit which has given us the benefit of joined up working and sharing of intelligence in relation to risk in real time.

Staff within the PPU have embraced new legislation including the introduction of Sex Harm Prevention Orders (SHPO) and Sexual Risk Orders (SRO). (SOPO's) These orders are now requested routinely at the point of sentence and allow additional protective measures to be put in place which restrict offenders' movements and exclude them from areas where they might seek to target new victims. The numbers of civil SHPO's continue to increase. Compliance with SHPO's is robustly managed by staff working within the PPU, and equally any breaches are robustly enforced.

Throughout the year the MAPPA coordinator has been busy revisiting partner agencies raising awareness of MAPPA in County Durham and Darlington.

Since the unit was established, the number of registered sex offenders in County Durham and Darlington has increased to the current level of 807 of which 229 are in Custody leaving 578 in the community. This number is unlikely to fall in the near future mainly due to the lengthy registration period which some offenders face, victim's becoming more

confident in agencies abilities and more likely to report sexual abuse and the Criminal Justice System taking a robust approach with offenders justifies the increasing numbers. This is in line with what the rest of the country are also experiencing.

Our success in the management of registered sex offenders and violent offenders continues to increase which empowers us to reduce the risk that offenders pose to the public and manage the offender's risk robustly.

Alan Tallentire the Deputy Director for Prisons in the North East said I am committed to ensuring our prisons contribute fully to the MAPPA process by sharing information which assists our partner agencies to effectively manage risks posed by offenders on release. We not only have a statutory obligation but a moral duty to protect the public through partnership working, this has resulted in additional resources being released to support MAPPA in Durham.

A note from Lucia Saiger-Burns, Head of Public Protection, National Probation Service - North East Division

NPS NE Division continue to work in partnership with other key agencies to deliver Public Protection in all areas of the North East. As a Responsible Authority, we have continued to prioritise SMB and MAPPA coordination as a key plank of delivering Public Protection.

As Head of Public Protection for the NE Division, it is important that priorities set by NOMS are communicated to MAPPA leads in all of the areas. I know that the SMB continues to deliver focused and effective interventions with partners to manage those who present the highest risk to our communities.

As the national link with policy and practice developments, working closely with the NPS NE Deputy Director who has the National Portfolio lead for Public Protection, the following are priorities for NPS and Public Protection;

- Child Sexual Exploitation (CSE) - responding to the recent reports and cases surrounding CSE.
- Active Risk Management System (ARMS) - developing a new process for risk management with sex offenders which complements the current suite of assessments in place.
- Reviewing policy and practice in respect of safeguarding children and adult
- Identifying and implementing learning from SFOs and SMB Serious Case Reviews.

2015 has been a period of significant change for the NPS and we have continued to deliver Offender Management which puts the management of risk at the forefront of best practice.

A note from County Durham and Darlington Foundation Trust

As a health partner County Durham and Darlington Foundation Trust (CDDFT) has a duty to co-operate in the MAPPA process to help strengthen and inform decisions made about the management of offenders. CDDFT has membership on the MAPPA Senior Management Board and is represented at MAPPA meetings. Named and Senior Safeguarding Nurses employed by CDDFT regularly and routinely attend MAPPA meetings when it is identified that the offender may pose a risk to children. Level 3 meetings are attended by the relevant Named Nurse for the locality.

The role of the Named and Senior Safeguarding Nurses within the meetings is to share relevant and proportionate health and safeguarding information regarding the child and family, to provide general advice about the agency's role and services and to provide a point of contact for other agencies. The Named and Senior Safeguarding Nurse would contribute to the discussion regarding potential risks and share a view on the identification of level of risk to individuals, staff or the wider community. The Named and Senior Safeguarding Nurse would then complete any identified actions such as limited disclosures to staff, follow up any risks to staff, relevant sharing of information to safeguarding colleagues, or ensure any risks to children were being dealt with appropriately. Completion of actions is reported to MAPPA.

Accurate contemporaneous record keeping is maintained and held in a secure location within safeguarding offices. MAPPA is referenced in single-agency Level 3 Safeguarding Children Training and staff are encouraged to attend multi-agency training.

A note from North Durham, Darlington and Durham Dales, Easington and Sedgefield Clinical Commissioning Groups

Ongoing discussions between CCGs and the MAPPA Co-ordinator identified gaps in how information from primary care flows into MAPPA meeting and back out to practice. A three month pilot will be undertaken and, if required, new processes adopted so the future flow of information is passed to the relevant establishment in a timely manner. Work is also ongoing in relation to GP information for the De-registration of Sex Offenders process; when this has been developed and agreed the process will be piloted.

The CCG Team do not attend all Level 2 meetings but will do so where there are specific health issues noted from the GP information received or if requested specifically to do so by the MAPPA Co-ordinator. The CCG are committed to attending all Level 3 meetings.

The England and Wales Annual Report is published online at:
<https://www.gov.uk/government/organisations/ministry-of-justice/series/multi-agency-public-protection-arrangements-mappa-annual-reports>

