

West Mercia



Annual Report 2014-15



West Mercia MAPPA Annual Report 2014-15

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Foreword

On behalf of the MAPPA Strategic Management Board (SMB) for West Mercia, I welcome readers to the annual report for 2014-15 which in part is retrospective, but more crucially is forward looking with MAPPA and its partners focused on continuous improvement.

This report contains information on the nature and scale of working with sexual and violent offenders in the community, together with key performance measures which identify how well we are doing. That fails to take full account of the total dedication and professionalism of our MAPPA Coordinators and Administrators who ensure that these processes work consistently and effectively all the time. Thank-you to those staff, and to all our partners in achieving the fundamental purpose in protecting the public. May I also place on record my great appreciation for the work of my predecessor, former SMB Chair, Karen Manners and congratulate her on her promotion to Deputy Chief Constable of Warwickshire. At the same time, I extend a very warm welcome to Temporary Assistant Chief Constable Nav Malik, as our Deputy Chair of West Mercia SMB. He is currently the Chair of Warwickshire SMB.

Multi Agency Public Protection Arrangements have been in place in West Mercia for some 12 years, wholly dependent upon the commitment of partner agencies to contribute to the process. This is so important in identifying critical information to assist in understanding the nature of the risks that MAPPA nominal's present, and also in working jointly to manage these effectively ensuring the safety of individuals at all times. This is a considerable task, not to be taken lightly, or ignored since we all carry a responsibility both legal and moral to do the right thing in protecting vulnerable children and adults at risk from those who may seek to do them harm. Whilst there is a distinction between those primary organisations responsible and accountable for MAPPA, the Police, Prison Service and the National Probation Service, all 'Duty to cooperate' agencies, and others share these

responsibilities. It is therefore indefensible for any organisation not to cooperate with MAPPA, or otherwise ensure full engagement in the process. To this end, the MAPPA team has engaged in multi agency based training to support front line staff in the jobs they have to undertake, and the decisions they are required to make.

During the past year, there have been two Discretionary Serious Case Reviews, and the commissioning of the first Mandatory SCR. This demonstrates a substantial commitment to 'learning the lessons' from each and every case. In the first of these, the perpetrator sexually abused children in Kenya, and had a history of such abuse whilst working in this country as a teacher in the independent sector. What the Discretionary Serious Case Review demonstrated was the commitment to safeguarding children within the MAPPA process was exceptional, and crossed international jurisdictions. This resulted in a high profile Channel 4 expose of this abuse. The extensive investigations resulted in a sentence of 17 and a half years imprisonment for the offender. Lessons must always be drawn from every formal investigation, and MAPPA SMB has a primary role to ensure these are taken on by all partners, but each individual organisation must discharge its responsibility to act. In so doing we collectively close the gaps that sometimes lead to poor decision making in managing such cases.

Following a trend highlighted in the national media exposing a number of high profile cases there is a corresponding awareness of violent and sexual offenders within the community and within organisations. This has contributed to a rise in reported sexual offences and therefore offenders that require effective multi agency management. The increased use of the social network sites and the internet by many offenders seeking to access children and vulnerable adults generates significant demand by the Police to investigate, often complex, sometimes sophisticated and well hidden acts of sexual violence. This has a major resource

implication for the Police and all organisations seeking to manage the individuals concerned. There is an increased recognition of the risks, particularly to children, and there are a number of excellent peer led projects being undertaken which will ensure their safeguarding and protection.

A number of mental health cases have been reviewed by MAPPA during the year, which demonstrates the need to improve and maintain effective working relationships with those working in this specialist arena. Offenders who commit violent or sexual offences and have mental health issues present particularly complex challenges to agencies.

MAPPA did undertake a formal review of its staffing and organisation in West Mercia, and that report was presented to the Strategic Management Board, some not all of its recommendations have been agreed, others remain under consideration. The delivery of Level 2 and 3 MAPPA meetings is seen to be highly effective, there are potential changes in Level 1 (single agency management) which remain under review. A proposal to consider the implementation of a structured approach (the Four Pillars model, developed by Professor Hazel Kemshall, De Montford University) has been considered but will not be implemented at this time.

Finally, I make reference to the impact of both change and austerity in the operating environment and the significant changes taking place across partner agencies as a consequence. This will place pressure on partners to remain actively involved in the MAPPA process, but in my view there can be no relaxation of the high standards and demands on all of us that are required to ensure public protection. Warwickshire and West Mercia Police have further developed their strategic alliance, and is taking forward its STRADA change model. What this seeks to achieve ultimately is an effective and joined up model of working with its key partners.

This aim is reflected in almost all public sector organisations as the impact of austerity impacts, but this is not the only driver for change, from a MAPPA perspective, the more joined up we are the better able we are to manage those in the community that would seek to harm others.

Tom Currie
Chair of West Mercia SMB
Head of National Probation Service
(West Mercia)

Warwickshire Police and West Mercia Police continue to develop our ability to manage those that present the most risk to our communities, and focus our efforts and resources on achieving the Alliance Vision of 'Protecting People from Harm'. We recognise that managing offenders within the Multi Agency Public Protection framework is a key part of this work, and as such we have recently increased the number of police officers and police staff dedicated to managing these offenders across Warwickshire and West Mercia. We recognise that the reporting of serious sexual offences, both recent and historic, continues to increase in line with the trend seen nationally and that this will have a direct impact on the MAPPA framework and those who work so hard to make it effective. We are committed to ensuring that the framework remains effective during this period of increasing demand, and continues to focus the collective resources of us and our partners on those individuals who present the greatest risk of harm.

Stephen Eccleston
Detective Superintendent
Head of Protecting Vulnerable People
Warwickshire Police and West Mercia Police

Lay Advisor Comments

I was appointed as a lay adviser to the West Mercia MAPPA in March this year. The post attracted a surprising number of candidates for a voluntary role and the induction and training in May required familiarisation with the guidance from the Ministry of Justice and knowledge of new acronyms and procedures. Even with my experience as a magistrate, it took time to be able to contribute effectively

Since then I have attended four MAPPA meetings dealing with offenders managed at level 2 and level 3. I have also attended two Strategic Management Board meetings. Part of my role is to assist in the monitoring and evaluation of MAPPA and my initial response is to be genuinely impressed by the high level of commitment and dedication of the staff of the agencies to keep the public and victims safe. The MAPPA coordinators, in particular, show considerable skill in managing the diverse professionals involved and action points are clearly recorded and monitored. Judgments about levels of supervision are made carefully but can be difficult as the offenders in MAPPA present with multiple and often complex criminal, social and personal issues.

The wider community has little awareness of the amount of public protection work which goes on.

Offenders sometimes do reoffend, in spite of the efforts of MAPPA, and I have attended the first meeting of a serious case review. The review will look at any mistakes which were made in a thorough and rigorous manner and take the lessons to improve the way MAPPA works in the future. As lay adviser, I will be an independent voice and represent any community issues which arise.

In the year ahead I look forward to using my experience in this first year to make a greater contribution and being involved in the MAPPA performance and standards sub group. I would like to thank all the professionals who have welcomed me and been patient with my queries in the last few months.

Tam Park

Victim Liaison Unit

MAPPA recognises that victim safety, the prevention of re-victimisation and avoiding the creation of new victims is fundamental to its role within public protection. West Mercia Victim Liaison Unit has continued to work closely with MAPPA over the past twelve months to raise awareness of the victim perspective amongst all agencies and to ensure victims are not forgotten in the risk management of offenders.

Victim Liaison Officers (VLOs) continue to regularly attend MAPPPs, or send a written report, for all victim cases they are currently involved with. They are able to provide significant risk information about an offender's previous, current and, where possible, future victims. It is also their role to ensure that victims concerns are listened to and appropriate protective measures are in place to protect victims, such as restrictive licence conditions. VLOs can also often provide information about any risk posed to the offender, either from individuals or the local community. Their attendance at MAPPPs by VLOs therefore enhances risk assessment and strengthens the formulation of effective MAPPA Risk Management Plans.

VLOs consistently appreciate the multi-agency approach to risk management and victim protection that MAPPA provides. This is illustrated by a case in 2015 where the VLO had significant concerns about an offender returning to his home area and consequently residing close to the victim, and suggested an out of area placement would be appropriate. The MAPPA process enabled both local and out of area agencies to work together to share vital information and seek a resolution to this issue. A placement was secured, the offender was instructed to reside out of area and the VLO was able to reassure the victim that they could continue to live their life without fear of coming into contact with the offender.

VLOs continue to collect feedback from victims about their experience of being involved with the Victim Contact Scheme. Data received indicates that victims are reassured by the knowledge that the offender in their case is being managed effectively by a range of agencies through MAPPPs. It is important to victims that the harm they have experienced, and often continue to experience, is validated and taken into account.

Throughout the year VLOs have continued to offer the Victim Contact Scheme to discretionary cases, that is to those victims who do not statutorily qualify for the scheme. Referrals are primarily received from Witness Care Units, but also from the NPS, CRCs, the Police and occasionally the victim themselves. Discretionary cases are offered the same service as statutory victims; they are assigned a VLO, provided with the opportunity to make representations about licence conditions, and provided with information which is considered to be appropriate. As expected the volume of discretionary cases referred has steadily increased and the impact of this on the Victim Unit is being carefully monitored.

Jenny Baynton
Victim Liaison Unit Manager
October 2015

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, 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. All MAPPA reports from England and Wales are published online at: www.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2015

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1092	274	-	1366
Level 2	13	13	3	29
Level 3	2	3	2	7
Total	1107	290	5	1402

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	57	50	38	145
Level 3	7	7	7	21
Total	64	57	45	166

RSOs cautioned or convicted for breach of notification requirements	59
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Restrictive orders for Category 1 offenders

SOPOs, NOs & FTOs imposed by the courts

SOPOs	121
NOs	2
FTOs	0

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	1	0	0	1
Level 3	1	0	0	1
Total	2	0	0	2

Breach of SOPO

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	100
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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 25 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.

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