

Lancashire MAPPA SMB Annual Report 2014-15



Annual Report



Foreword to the Report



The view of the Lancashire MAPPA SMB Chair, Graham Beck, Governor HMP Kirkham, Lancashire

In last year's Annual Report I commented on the development of a new approach to managing risk in the community, referred to as the 'Four Pillars' approach. This system requires the professionals responsible for Chairing MAPPA panel meetings to ensure all four aspects of risk management are appropriately considered and addressed. The four pillars are; Supervision, Monitoring & Control, Interventions & Treatment, and Victim Safety. This work has progressed over the course of the past twelve months and our teams are now becoming highly versed in the new system. This is a significant achievement and ensures that Lancashire's practices are fully up to date with best practice guidance.

Our practitioners in all the agencies have continued to deliver effective practice in other new and emerging areas of work. Our colleagues in the National Probation Service have used polygraph testing in some cases following national implementation and training. This initiative has arrived as the Probation Service has undergone a major reorganisation as a national service with a regional management structure. As expected, the service has continued to strive to deliver effective practice in Lancashire through a period of significant change.

The Strategic Management Board continues to work to plan for future developments and we continue to plan for improved risk assessment processes through a new technical 'tool' managed by police and Probation Services. We are also using the Public Protection structures to improve the work preventing child sexual exploitation threat across Lancashire.

As previously in our Annual Report, I hope that you will find evidence of good practice and diligence across our agencies and organisations, and articles which demonstrate our commitment to continuous improvement across the county.

As chair of Lancashire's MAPPA SMB, I would like to express my gratitude for the time and effort which is given to our work by the many contributing agencies. I believe that the contents of this year's report offer an insight into this endeavour in our county, and the results that have been achieved in managing our most challenging offenders.

**Graham Beck, Governor of HMP Kirkham
Lancashire MAPPA SMB Chair**

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 focused 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	1722	709	-	2431
Level 2	9	7	9	25
Level 3	0	3	0	3
Total	1731	719	9	2459

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	33	48	20	101
Level 3	5	9	4	18
Total	38	57	24	119

Registered Sex Offenders cautioned or convicted for breach of notification requirements

83

Restrictive orders for Category 1 offenders

Sexual Offences Prevention Order (SOPO), Notification Order (NO) and Foreign Travel Order (FTO) imposed by the Courts

SOPOs	107
NOs	0
FTOs	0

MAPPA Statistics - continued

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	4	8	0	12
Level 3	2	1	0	3
Total	6	9	0	15
Breach of Sexual Offences Prevention Order (SOPo)				
Level 2	1	0	0	1
Level 3	0	0	0	0
Total	1	0	0	1

Total number of Registered Sexual Offenders per 100,000 population	134
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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.

Explanatory 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 (99% 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 (NO) – 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 Order (FTO) - 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.

MAPPA

– Looking to the Future

THE INTERFACE BETWEEN INTEGRATED OFFENDER MANAGEMENT (IOM) AND MULTI AGENCY PUBLIC PROTECTION ARRANGEMENTS (MAPPA)

Both MAPPA and IOM are multi-agency driven and provide established frameworks for prison and probation providers (National Probation Service and Community Rehabilitation Companies) to work together. The relationship between MAPPA and IOM is critical. MAPPA provides agencies and partners with the opportunity to meet regularly in order to assess risk and design plans to more effectively and collaboratively manage risk; IOM arrangements provide an integrated approach in bringing partners together to implement and support risk management plans.

IOM can complement statutory MAPPA. For example, whilst MAPPA has national statutory guidance and procedures, IOM can be tailored to meet the demands at a local level. IOM cohorts are determined by the risk and needs profile of the local area, and may therefore include offenders managed under other partner/multi-agency statutory arrangements, such as MAPPA.

MAPPA can provide crucial risk management planning for those who often present the greatest risk of harm to others and who require the highest levels of coordinated supervision, control, intervention and surveillance, whilst IOM can provide the intensive multi-agency supervision to these offenders on a day to day basis.

The critical relationship between MAPPA and IOM has been formally integrated into delivery models in many areas across England and Wales, through an IOM based approach to the management of serious and dangerous cohorts of offenders e.g. Bristol Iris project, IOM Cymru 'WISDOM' (Wales Integrated Serious and Dangerous Offender Management) project.

In the current political and financial landscape all agencies and organisations are considering how they can collaborate to deliver more for less. The networking of already effective multi-agency arrangements offers a chance to build a truly collaborative and holistic approach to the problems caused by offending – as long as duplication is avoided.

A functioning interface between IOM and MAPPA has the potential to reduce Level two and three MAPPA cases by managing them within the structure of IOM. At the same time MAPPA panels may decide that referring a case into a local IOM scheme represents the best way to more robustly manage risk. MAPPA takes primacy in terms of risk management decisions/planning. IOM offers an enhanced opportunity to stabilise, resettle and manage risk in the community.

Richard Moses,
North West IOM Lead for the National Probation Service

MAPPA

– Looking to the Future

MANAGING REGISTERED SEX OFFENDERS IN LANCASHIRE

Over previous months we have seen an increase in the number of offenders subject to sex offender registration in Lancashire and indeed nationally. This has resulted, in the main part, from innovative police tactics to detect sexually motivated cyber-crime and increased convictions around historical abuse which people are now more confident to report.

Nationally, a new risk assessment tool called 'ARMS' has been implemented. By use of this tool, dynamic assessments of the risk of harm each offender poses can be calculated. This allows specially trained police offender managers and probation officers to concentrate on those offenders who pose the most risk of serious harm.

As well as restrictions to lifestyle, travel and in many cases access to children or the internet, offenders receive unannounced visits by the police officers to monitor lifestyle, associations and any change in circumstances. Civil orders are often applied for through the Court in order to further prohibit offending habits, breaches of which are rigorously pursued.

Despite a recent review process, Lancashire Constabulary has continued to recognise the burden of risk the department shoulders and has increased the number of trained officers employed despite austere times. Previously the Detective Inspectors on the team also chaired MAPPA meetings regarding violent offenders. The management of these offenders in the coming months will migrate to specialist teams within other areas of policing, leaving the Detective Inspectors to concentrate solely on risks posed by sexual offenders. As such the name of the team will change from DASOU (Dangerous and Sex Offender Unit) to SOMU (Sex Offender Management Unit).

Police offender managers are very much aware of the grave responsibility they each carry in working towards reducing the risk posed by sexual offenders. It is important to note that many of the offenders on the Sex Offenders Register want to reduce the risk they pose, and my aim is for my officers to work with those individuals to do so.

Statistically, registered offenders who become "wanted" individuals are low. However, during the last 18 months I have been keen to approach the media for help in locating such offenders at an earlier stage. This carries its own risk, including "outing" of sexual offenders to the public and can lead to an increased fear of crime amongst communities. Balanced against this risk is the evidence that once publicly announced, the offender often proactively hands themselves into the police. I am continuing to monitor this tactic and to date have seen some real improvements to the timescales that offenders remain outstanding, especially from the use of social media.

Lancashire Constabulary represents sex offender management at a National level by attending strategic meetings to ensure we have a strong voice in proposals for change and improvements in this area of business.

Lancashire Constabulary's mission is to keep people safe and protect the most vulnerable. There is no area of business where this is more relevant than the management of sexual offenders.

I look forward to the next year's business and to the continual improvements we will pursue.

DCI Claire McEnergy

MAPPA

– Frequently asked questions

Violent, sexual and other high risk offenders living in the community is an extremely emotive subject. We know that many people have questions about how these offenders are managed so we have compiled some frequently asked questions to reassure that we take your concerns seriously.

WHAT AUTHORITY DOES MAPPA HAVE AS A BODY IN ITS OWN RIGHT?

MAPPA (Multi-Agency Public Protection Arrangements) is a set of statutory arrangements rather than a body in its own right. The agencies that make up MAPPA retain their primary responsibilities independently of what they do under MAPPA. The Prison, Police and Probation Services, who are the Responsible Authorities, establish MAPPA in their area. Other agencies such as Housing, Health, Education, Social Care Services, Youth Offending Teams, Job Centre Plus, Home Office Immigration Enforcement and Electronic Monitoring Providers are known as the Duty to Co-operate Agencies and under law they have a duty to co-operate with the Responsible Authorities. MAPPA cannot ask any agency to do anything which is outside of its usual responsibilities but the strength of MAPPA comes from all agencies working well together and 'adding value' to risk management.

DO THE POLICE AND PROBATION STAFF KNOW WHERE ALL MAPPA OFFENDERS ARE LOCATED?

Yes, through using comprehensive management systems these agencies will know where all MAPPA offenders are located.

WHY DO SEX OFFENDERS HAVE TO LIVE IN OUR COMMUNITY?

Sexual offending in our society is geographically widespread. This means that all communities need to accept responsibility for the resettlement of sexual offenders. The law does not allow for all sexual offenders to be in prison custody indefinitely and we therefore need to locate sex offenders in areas away from victims. To do this, sexual offenders need to be spread throughout the country and each community has to bear its share of the burden. We do, however, make every effort to avoid locating sexual offenders in the same area.

WHO IS WATCHING THEM?

The whole purpose of MAPPA is to ensure that where there is a dangerous or violent sexual offender in the community, they may be subject to a multi-agency plan which defines which agency undertakes which role in managing the offender. This would normally involve a whole range of risk management activities and the sharing of critical information on a regular basis. This could include supervision by a probation officer (i.e. home visiting), attendance at programmes to address offending behaviour, surveillance by the Police, and various other support packages (i.e. health, housing and employment).

WHAT HAPPENS IF THE OFFENDER DOES NOT COMPLY?

Registered sexual offenders who do not comply within the notification requirement can be taken to court by the Police and could face a fine and / or up to five years in prison. All offenders supervised by the National Probation Service must comply with the conditions of their Order or Licence. Any failure to do so will result in enforcement action being taken. This could include a return to prison. A failure to comply does not necessarily mean that an offence has been committed, it could be a missed appointment or any behaviour which gives cause for concern.

DO OFFENDERS ATTEND MAPPP MEETINGS?

Offenders do not attend MAPPP (Multi-Agency Public Protection Panel) meetings but they are usually told about the meeting and decisions made. They are invited to make a written contribution to each meeting .

HOW CAN WE BE SURE THAT THEY WILL NOT OFFEND AGAIN?

There are never any guarantees that an offender will not re-offend. Whatever intrusive conditions are imposed outside of prison, it is difficult to continuously monitor an offender in the community. There are a wide range of restrictive and constructive interventions that can be imposed and we have a successful record of rehabilitating offenders in the community. Offenders who have been released subject to prison licence are liable to a recall to prison if they are behaving in such a way as to indicate a further risk to society.

WHAT IS MAPPA'S ROLE IN RELATION TO MENTALLY DISORDERED OFFENDERS?

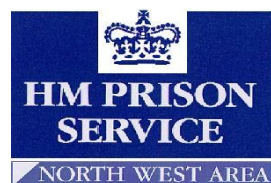
Mentally disordered offenders can also be MAPPA eligible offenders. The offender's management must take into account their mental health needs. Where an offender has been sentenced to a Hospital Order with or without restrictions for an offence contained in Section 15 of the Criminal Justice Act 2003, Mental Health Services are responsible for the management of the case and for identifying them as a MAPPA eligible offender. Where a MAPPA eligible mentally disordered offender is being considered for escorted or unescorted leave in the locality of the hospital, Mental Health Services must ensure they have identified any potential risks to the public and have informed the relevant MAPPA Co-ordinator of these arrangements.

FOLLOWING THE RECENT GOVERNMENT REHABILITATION TRANSFORMATION PLAN AND THE RESULTING CHANGES TO THE PROBATION SERVICE, WHAT IMPACT HAS THIS HAD UPON MAPPA ACTIVITIES?

Every offender who poses a high risk of serious harm to the public is now managed by the NPS (National Probation Service). NPS professionals will decide on allocation in each case. They will retain management of every offender who poses a high risk of serious harm to the public and every offender who is eligible for MAPPA management. This includes offenders who are convicted of serious sexual and violent offences. Providers will need to ensure that Orders of the Court are met and that Licence conditions are enforced. They will have contractual obligations to work in partnership with the National Probation Service in managing the risk of serious harm.

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Lancashire
Constabulary
police and communities together