

Protecting the Public

Hampshire & Isle of Wight Annual Report 2009-2010



Multi-Agency Public Protection Arrangements (MAPPA)

Foreword

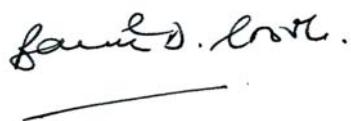
Alex Marshall QPM

Chief Constable
Hampshire Constabulary



Barrie Crook

Chief Officer
Hampshire Probation Trust



David Ward

Prison representative Hampshire
and Isle of Wight Prisons



I am pleased to introduce this Annual Report and to comment upon another year in which re-offending by serious offenders has been kept to the minimum in Hampshire and the Isle of Wight. The Multi Agency Public Protection Arrangements are by now embedded in the everyday practice of Hampshire Police, Hampshire Probation Trust, the Prison Service and our partners in the local community.

The challenge posed to the agencies does not lessen. Inevitably the number of offenders under our supervision increases annually, because a high proportion will be subject to the sex offender register for many years. New approaches are being implemented to reduce the risk that they pose as is shown by the disclosure pilot outlined on page 5, which is now to be extended across the country.

This is a good time to thank the staff of the Co-ordination Unit, our respective agencies and our partners for the dedicated and patient work they undertake. When they are effective they do not attract publicity because the community has been protected and victims have been shielded from further harm. It is important however that each year members of the public have an opportunity to look behind the scenes and understand better what is being done on their behalf. I particularly draw attention to the case studies which provide an insight into the nature of this difficult work.

Barrie Crook
Chief Executive
Hampshire Probation Trust

August 2010

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Key Achievements 2009/10

We facilitated one day conferences in the following subjects:

■ Mental Health Education for MAPPA Practitioners with speakers from Forensic, Prison and Community Mental Health Teams

■ Using the Sexual Offences Act 2003 to Protect Children from Harm, guest speaker Mr Nadim BASHIR LL.B

■ Learning points for Hampshire MAPPA from the Danno SONNEX case review, Guest speaker DCI Ron KNIGHT Metropolitan Police

■ We delivered National MAPPA Chairs Training to new and existing MAPPA Chairs

■ We delivered two day MAPPA training to Multi Agency staff on four occasions.

■ We delivered MAPPA awareness locality training across Hampshire and Isle of Wight. Agencies trained include Adult and Children's Services, Community and Prison Mental Health staff, Church groups and Housing Service providers.

Level 3 Panel commenced

■ Screening new referrals and reviewing existing Level 3 offenders including offenders with Counter Terrorism and Domestic Extremism Convictions

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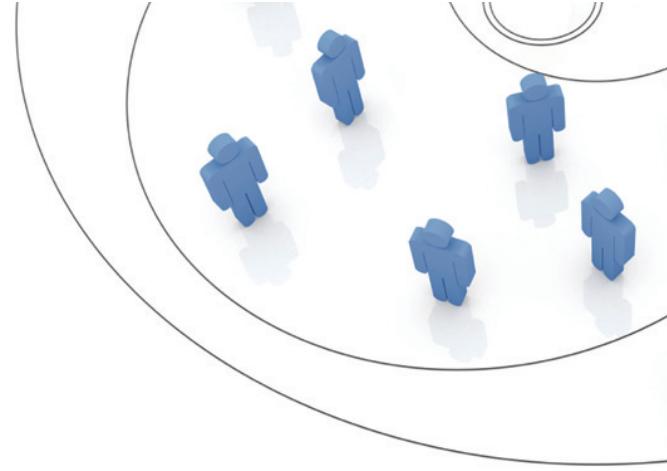
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Key Achievements MAPPA



Our goals for the next 12 months

The Hampshire and Isle of Wight Strategic Management Board has agreed a Business Plan for 2010/11

MAPPA Development Strategy

- Appoint additional lay advisor
- Support ongoing implementation of Child Sex Offender Disclosure Scheme

Monitoring and Evaluation

- Provide quarterly reporting of MAPPA Statistics to SMB
- Key Performance indicators reported to Public Protection Unit
- Perform Bi-Annual audits of Level 1 and Level 2 cases using SMB representatives as panel members
- Conduct Serious Case Reviews following the Hants and IOW Serious Case Review Protocol
- Monitor and audit those MAPPA cases that have Child Protection Case conferences running in parallel.

Communication and Strategic Partnerships strategy

- Publish and circulate the MAPPA Annual Report
- Publish MAPPA training plan
- Attend and present as required at local public events
- Provide a basic understanding of MAPPA to other Criminal Justice Agencies, Voluntary and Public groups

Training Strategy

- To continue to organise training events as required across the area
- Incorporate changes in the National MAPPA training programme into local training
- Develop Training Sub Group
- Develop Training Plan
- A full copy of our business plan can be found at :
www.hampshire-probation.gov.uk
or www.hampshire.police.uk

Child Sex Offender Disclosure Scheme

The Child Sex Offenders Disclosure Scheme enables parents, guardians and third parties to enquire whether a person who has access to a child, is a registered sex offender, or poses a risk to that child. Consideration will also be given to disclosing information about a person who poses a risk to a vulnerable adult(s).

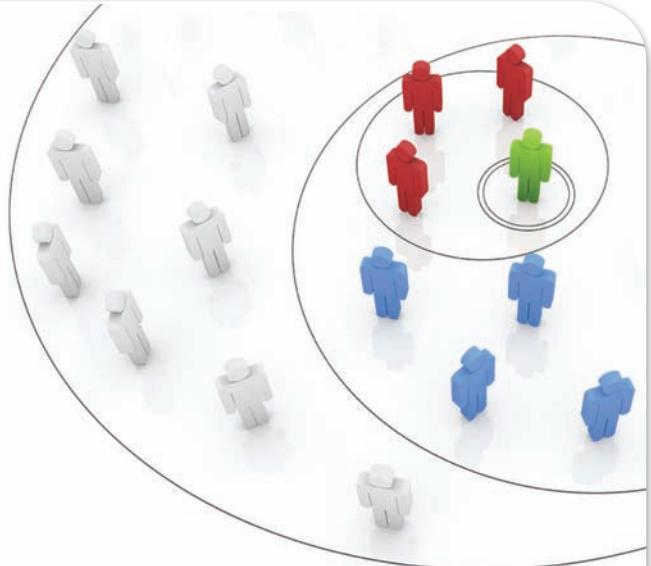
The Child Sex Offenders Disclosure Scheme originates from the Child Sex Offenders Disclosure Pilot, which was introduced by the Home Office in September 2008.

Hampshire Constabulary was one of only four police forces in the country to pilot the scheme. Due to its success in Hampshire and the Isle of Wight and the other pilot sites, the Home Office announced in March 2010 that the initiative would be rolled out nationally.

A further 18 forces around the country will adopt the scheme from August 2010, with all forces adopting it by March 2011. Hampshire will also continue to run it.

Under the scheme, a parent, guardian or third party can make an application to find out if there is information which they need to know about in order to protect a children(ren) in their care.

If there is a need to pass information to someone in order to allow them to better protect a child, then the police will disclose to whoever is in a position to use, or need, that information.



The initiative builds on existing processes to proactively manage sexual and violent offenders by the constabulary's Public Protection Units under the Multi-Agency Public Protection Arrangements (MAPPA). Although disclosure already takes place when children are deemed to be at risk, the scheme enables parents, guardians and third parties to apply directly for information themselves.

Anyone living in Hampshire and the Isle of Wight can make an application for disclosure about someone who has contact with a child(ren). The person they are enquiring about must also live in Hampshire and the Isle of Wight.

In the year 2009-2010 Hampshire Police received 52 applications under the Disclosure Pilot.

Disclosure was made on 12 occasions.

Understanding MAPPA

What is MAPPA?

- MAPPA are a set of arrangements to manage the risk posed by certain sexual and violent offenders. They bring together the Police, Probation and Prison Services in Hampshire and Isle of Wight into what is known as the MAPPA Responsible Authority.
- A number of other agencies are under a duty to co-operate with the Responsible Authority. These include: Children's Services, Adult Social Services, Health Trusts and Authorities, Youth Offending Teams, local housing authorities and certain registered social landlords, Jobcentre Plus, and electronic monitoring providers.
- The purposes of MAPPA are:
 - to ensure more comprehensive risk assessments are completed, taking advantage of co-ordinated information sharing across the agencies; and
 - to direct the available resources to best protect the public from serious harm.

How does MAPPA work?

- Offenders eligible for MAPPA are identified and information is gathered/shared about them across relevant agencies. The nature and level of the risk of harm they pose is assessed and a risk management plan is implemented to protect the public.
- In most cases, the offender will be managed under the ordinary arrangements applied by the agency or agencies with supervisory responsibility. A number of offenders, though, require active multi-agency management and their risk management plans will be formulated and monitored via MAPP meetings attended by various agencies.

Who are MAPPA-eligible offenders?

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 and/or currently pose a risk of serious harm, although the majority are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

Category 1

Registered Sexual Offenders (RSOs)

those who are required to notify the police of their name, address and other personal details and notify any changes subsequently. Failure to comply with the notification requirements is a criminal offence which carries a maximum penalty of 5 years' imprisonment.

Category 2

Violent Offenders

This category includes violent offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. It also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.

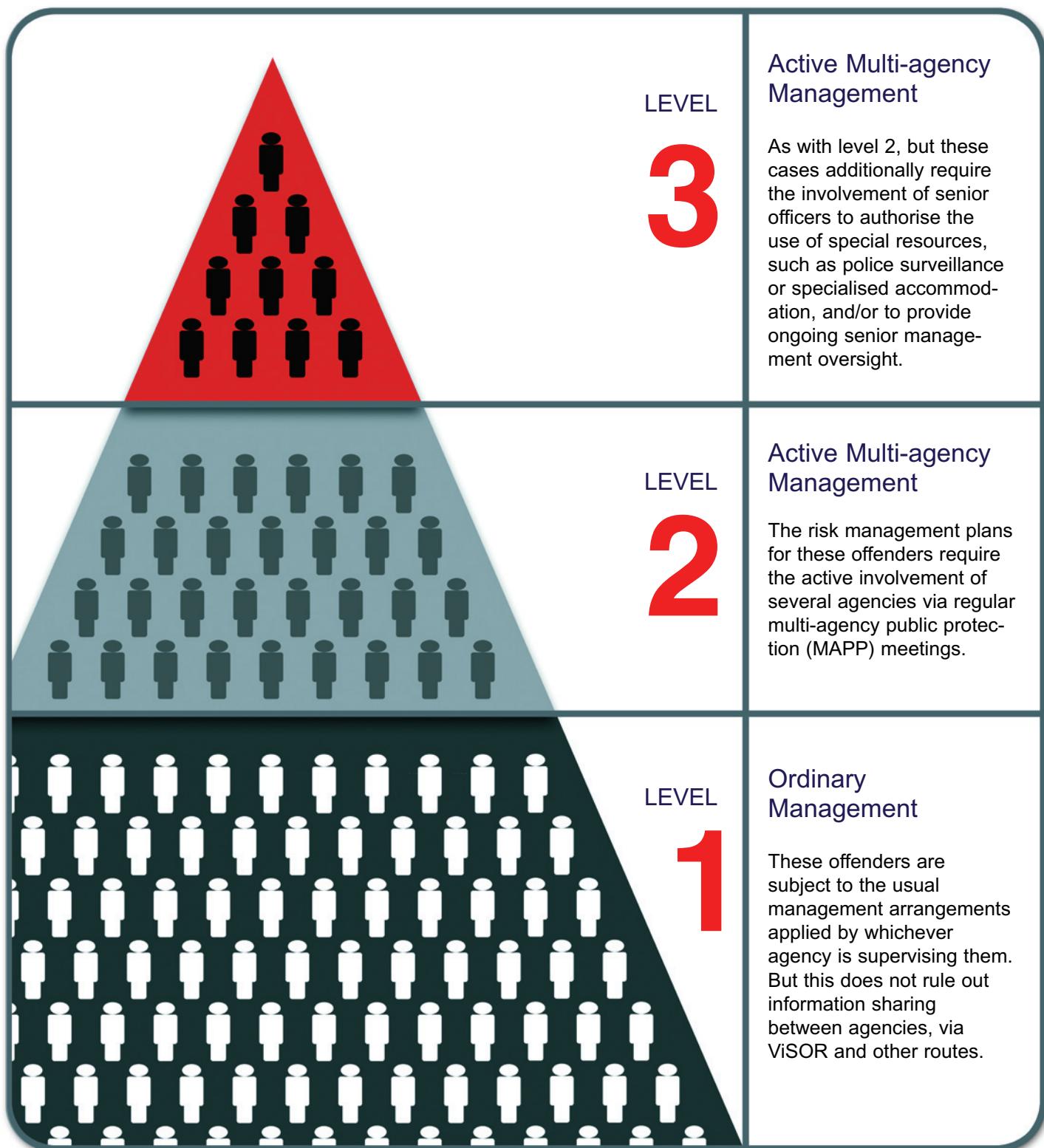
Category 3

Other Offenders

Offenders who do not qualify under the other 2 MAPPA eligible categories, but who currently pose a risk of serious harm which requires management via MAPP meetings.

How are they managed?

There are 3 levels at which offenders are managed which are based upon the level of multi-agency co-operation required to implement the risk management plan effectively. Offenders will be moved up and down levels as appropriate:



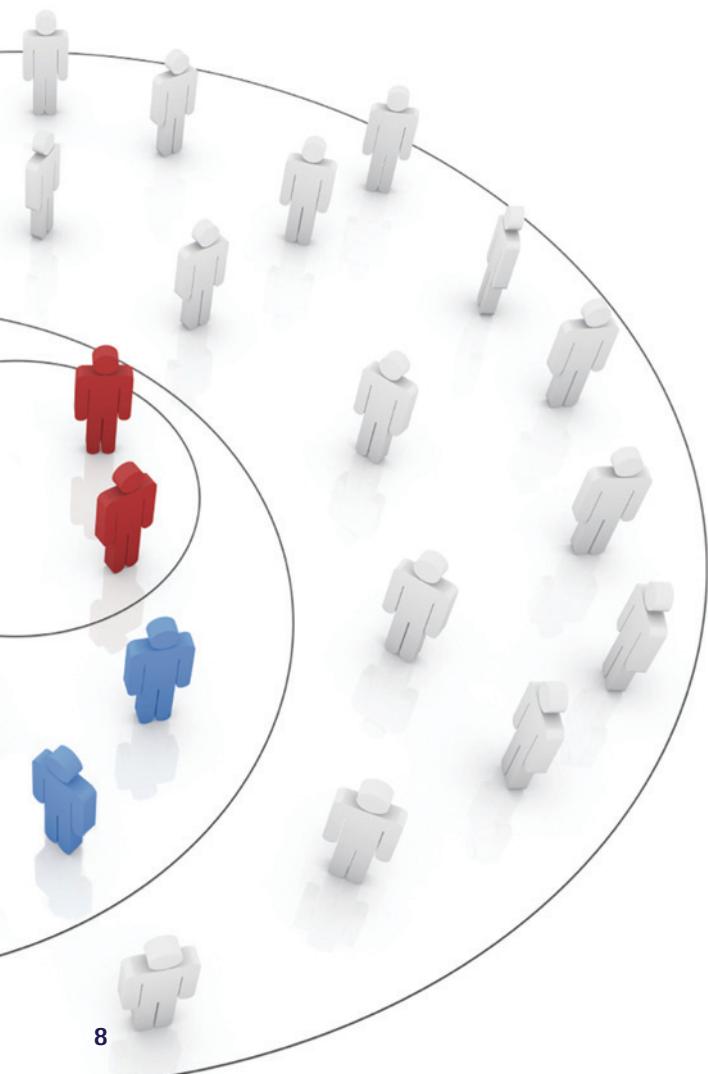
Understanding MAPPA

What is the role of the Strategic Management Board?

Senior representatives of each of the agencies involved in MAPPA form a Strategic Management Board (SMB) which meets at least quarterly to monitor the arrangements and direct any necessary improvements.

The role of Lay Advisers?

The Responsible Authority is required to appoint two lay advisers to sit on the SMB. The lay advisers 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 or have strong links.



VISOR

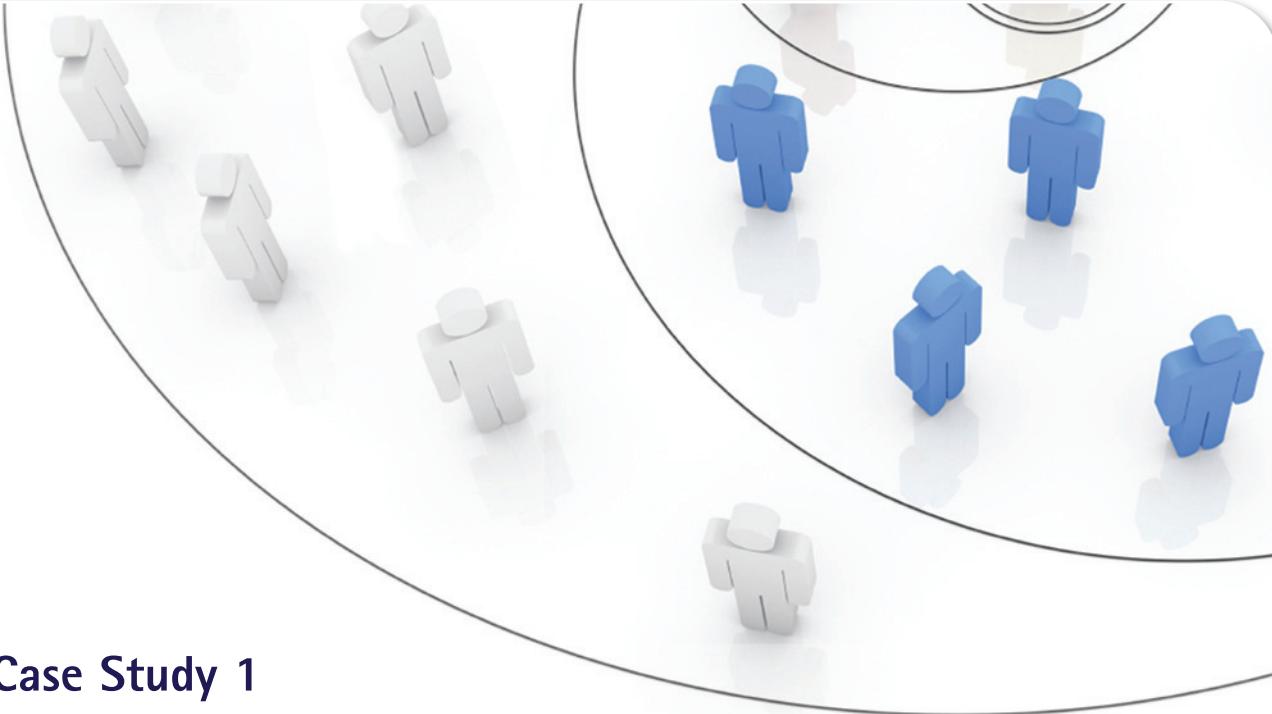
VISOR is an IT system for the management of people who pose a serious risk of harm to the public. Since implementation of VISOR the three MAPPA Responsible Authority agencies - Police,

Prison and Probation - are able to work on the same I.T. system which enables the sharing of risk assessments and risk management information on individual violent and sex offenders in a timely way to reduce re-offending.

MAPPA in Hampshire

Once an agency has identified a case for inclusion in the MAPPA process the MAPPA provides coordination assessment and management of offenders in all MAPPA categories and levels.

Here we highlight two cases dealt with during the year which illustrate the high level of intervention and monitoring that is undertaken and the information sharing and support from other agencies, which play such a vital role in underpinning the work of MAPPA.



Case Study 1

Multi Agency approach to dealing with a young offender

Stephen is a young man with a conviction for a serious sexual offence, he was accommodated outside the family home although contact with his parents and siblings continued, his wider family were struggling to deal with his offending behaviour.

Risk Assessment

All parts of Stephen's life including family, education and social elements were subject to risk assessment.

He was referred to a forensic specialist who was able to give a clear diagnosis of his condition and to make recommendations for the future that have been incorporated into the Risk Management Plan. Other areas for future help and assessments were also identified.

Risk Management

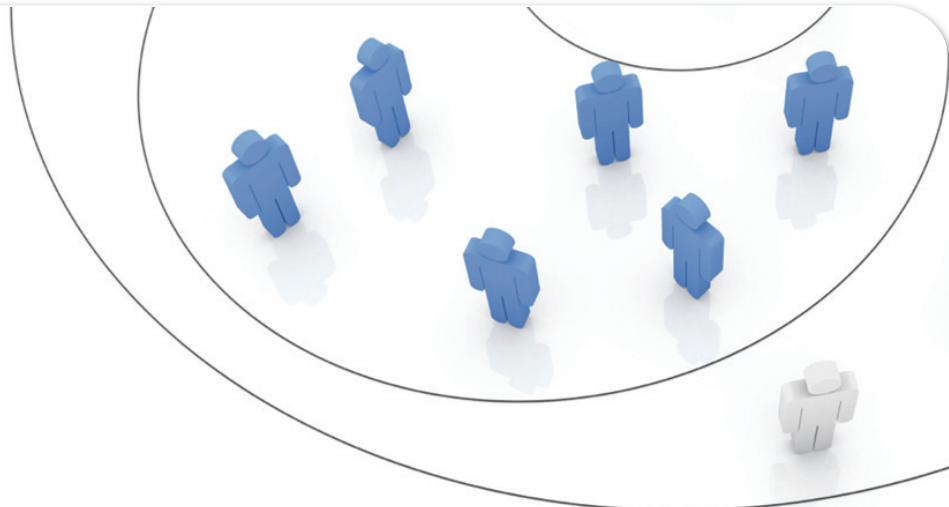
Through the MAPP close links were established between Youth Offending Team, Children's Services, Police, Accommodation providers and Education Services.

All services were able to develop a linked, supporting Risk Management Plan with the aim of protecting the public, but allowing Stephen to develop and gain more understanding into his offending behaviour as he matures.

He continues to be managed by his YOT and Police Offender Managers who remain in close contact with all agencies involved in his management.

Separate work continues with his wider family to help them gain an insight into Stephen's offending behaviour.

Understanding MAPPA



Case Study 2

Relocation of offender who could also be considered vulnerable

Michael is a 65 year old male who was convicted of a series of sexual offences over a period of time against a number of boys (now adults). Offender and victims lived in a rural location and the case had been the subject of intense local interest. Michael had been sentenced to a period of custody with an Extended Licence of Supervision.

Risk assessment

The risk factors identified in this case were the risks that Michael poses to children and young persons, lack of accommodation, protection of former victims, risk to Michael of vigilante attack, lack of positive role models.

Risk Management Plan

A number of pre release MAPP meetings were held to discuss the case and to develop licence conditions including a place of residence, and exclusion zone. On release it was decided that Michael could not return to his former home address and should be directed to live in an Approved Premises (Probation Hostel).

Whilst the situation was assessed and suitable accommodation sought, during this time his behaviour could be closely monitored.

Accommodation was located and a new Risk Management Plan was developed. A handover MAPPA meeting was held, attended by staff currently managing and those receiving the case.

During the meeting disclosure was considered and appropriate disclosure was made to the identified Housing Service Provider. This allowed them to identify any potential risks to staff and other residents. When Michael had relocated, isolation within the community was identified as a risk.

Circles of Support and Accountability were contacted and Michael was assessed as suitable to work with a Circle. Circles met with Michael regularly and also maintained contact with the Offender Managers managing the case.

Michael is still managed within MAPPA. He is now the subject of Level 1 ordinary agency management.

Working with Victims

In addition to the work to manage offenders, the government has placed a much greater emphasis upon meeting the needs of victims.

Hampshire Probation Trust has a dedicated Victim Contact Unit working in close liaison with the MAPPA teams. They are there to represent the views and concerns of eligible victims.

Should you wish to make contact with the Victim Contact Unit call 0845 604 0 150.

Information can be obtained about Victim Support from www.victimsupport.org or by calling 0845 30 30 900



Circles of Support and Accountability

Hampshire and Thames Valley Circles of Support and Accountability "Circles" was a Ministry of Justice funded pilot scheme operating initially in the Thames Valley area since 2002 and within Hampshire since 2005.

Circles are now a registered charity; Hampshire Police and Hampshire Probation make a donation to the scheme.

Circles are committed to working with both men and women who pose a high risk of committing a sexual offence. Their aim is to substantially reduce the risk of future sexual abuse by assisting and supporting offenders who are committed or motivated to not re-offend, and to assist their re-integration into society; enabling them to lead responsible, productive and accountable lives.

If you are interested in becoming a volunteer with Circles please contact Anne Holmes:

info@htvcircles.org.uk

or by calling 0845 30 30 900

What do the Statistics tell us?

The totals of MAPPA eligible offenders, broken down by category, reflects the picture on 31 March 2010, (i.e. a snapshot).

By level of management

As of 31 March 2010 a total of 1749 offenders were eligible MAPPA offenders, of these a total of 1289 (73%) were managed at level 1, 459 (26%) were managed at level 2 and 1 at level 3

Enforcement

During 2009-2010

Breach of licence - offenders released into the community following a period of imprisonment of 12 months or more 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. Of those offenders being managed at level 2 throughout the reporting period 2009-2010 15 breached their licence

Of those offenders being managed as MAPPA Level 2, 12 offenders were returned to custody for breach of their Sexual Offences Prevention Order.

Of those offenders being managed at Level 3 during the recording period, 6 breached their licence, 1 offender was returned to custody for breach of Sexual Offences Prevention Order

Number of MAPPA eligible offenders at 31 March 2010

Level of Management	Level 1	Level 2	Level 3	Total
Registered Sexual Offenders	1056	329	1	1386
Violent Offenders	233	79	0	312
Other Dangerous Offenders	-	51	0	51

Registered Sexual Offenders

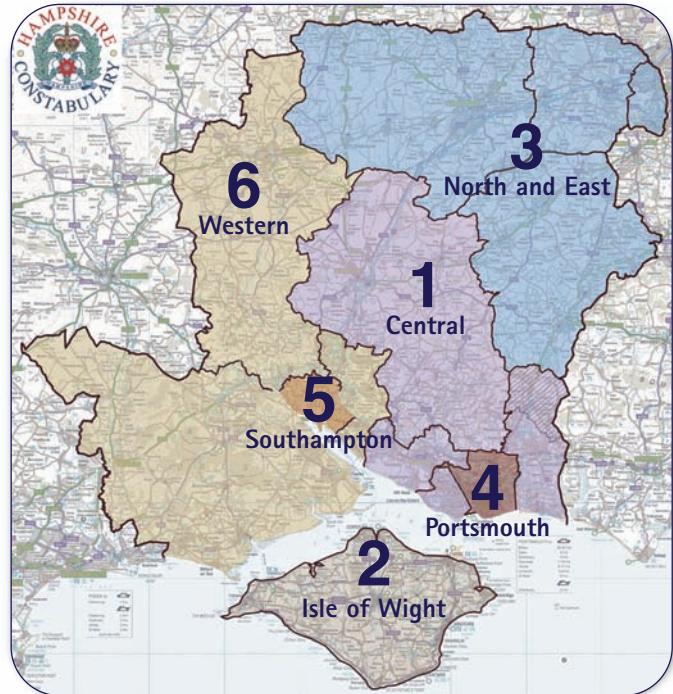
A total of 1386 sexual offenders in the community were registered with the police as of 31/03/2010. This is an increase of 12% from 2008-2009.

Area RSOs per 100,000 population
Hampshire - 83.31

This figure has been calculated using the 2009 Mid-Year Population Estimate published by the Office for National Statistics on 24 June 2010, excluding those aged less than ten years of age. It is not directly comparable to figures published in previous years.

Enforcement for offenders managed via MAPP meetings

29 Registered Sexual Offenders were cautioned or convicted for breach of their notification requirements.



This map illustrates how these numbers are distributed across the six Police Operational Command Units (OCU).

Number of Offenders

1 OCU	359
2 OCU	89
3 OCU	260
4 OCU	196
5 OCU	274
6 OCU	208

Of the 1386 registered sexual offenders in Hampshire on 31/3/2010:

1056 (76%) were managed at level 1

329 (23%) were managed at level 2

1 was managed at level 3

Sexual Offences Prevention Orders (SOPOs)

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 5 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 5 years' imprisonment.

Sexual Offences Prevention Orders

- Applied for - 75
- Interim Order issued - 9
- Full Order issued - 66

Notification Order

A Notification Order requires sexual offenders who have been convicted overseas to register with police, in order to protect the public in the UK from the risks that they pose. Police may apply to the court for the order in relation to offenders in or intending to come to the UK.

Notification Orders:

- Applied for - 8
- Interim Order issued - 3
- Full Order issued - 5

Foreign Travel Orders

Foreign Travel Orders prevent offenders with convictions for sexual offences against children from travelling abroad where it is necessary to do so to protect children from the risk of sexual harm.

Foreign Travel Orders:

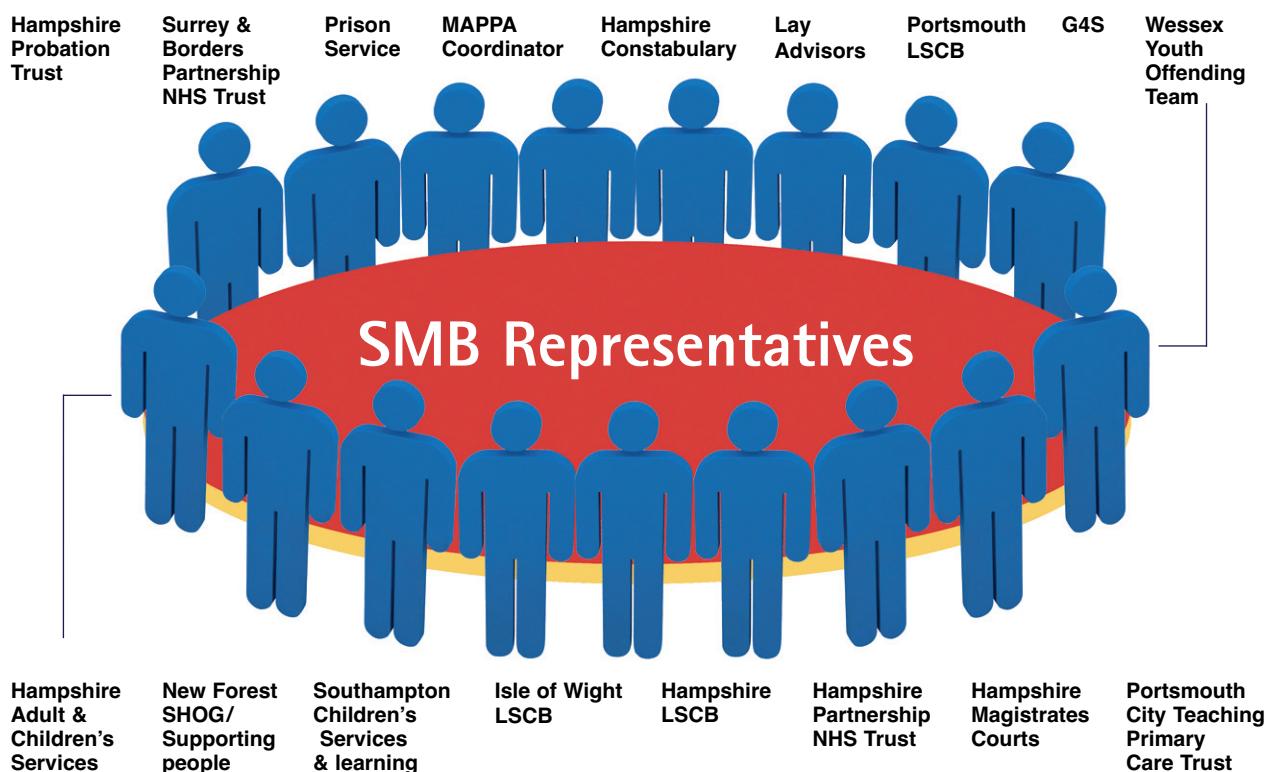
- Applied for - 5
- Full Order issued - 5



What is the role of the Strategic Management Board?

Senior representatives of each of the agencies involved in MAPPA form a Strategic Management Board (S.M.B.) which meets at least quarterly to monitor the arrangements and direct any

necessary improvements. The SMB has a number of sub groups to advise on Training, MAPPA Audits and Serious Case Reviews.



What do Lay Advisers do?

The responsible authority is required to appoint 2 lay advisers to sit on the SMB. The lay advisers 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 or have strong links. During the latter part of 2008 we recruited a new lay adviser, she writes;

Lay Advisors report

Co-ordination and Training in MAPPA Viewed by a Lay Advisor

In my second year in post, I have discovered even more of the extent, significance and effectiveness of the work of MAPPA here in Hampshire and the Isle of Wight. From the perspective of a lay person, who is privileged to see in action the work of MAPPA professionals in the county, the concept of a whole range of agencies working in unison to protect the public, is one of those notions which is simple yet ingenious.

No one group of professionals has the expertise and all the resources to deal with the complex needs of time-served serious offenders, as they return to life in the community. Working together however, housing, health, child and adult services and others can support the work of police and probation. Judging from the detailed and thorough work that I have seen in the MAPPA meetings in various OCUs in Hampshire, MAPPA is an operating system which at times can make best use of police, probation officers, social workers, health professionals and housing officials to restore confidence to victims and stability to people whose lives have been disrupted. It is also a key initiative in the prevention of serious re-offending.

Training for Chairs of MAPPA meetings was implemented by the Co-ordinators using a range of strategies, including the MAPPA National Training Manual. My previous work in teaching enables me to value relevant documentation to support practice. The impact of the training was very evident when I later observed the chairs in action at MAPP meetings.

One of the problems for MAPP meetings is ensuring the attendance of the whole range of professionals whose work impinges on the MAPPA system. Sometime agency representatives such as mental health and social workers do not attend scheduled meetings, when their input could be of value to Offender Managers and Police working in that OCU. In addition, Prison Officers can be of great value to meetings where an offender about to be released. Their daily contact with offenders can provide the most current information which can be used by the meeting.

In addition the MAPPA professionals with whom I spoke were very positive about the training course Mental Health Education for MAPPA Practitioners.

It also seemed to me as a lay person there is a great need for mental health services to provide a system of professional support for other MAPPA professionals. The work of MAPPA teams is community based and it is there, as well as in institutions, that their professional support would be of great value

As I have learned more about the work of the Co-ordinators and of MAPPA in general, I have a distinct sense of being able to observe an innovative and dynamic aspect of the Criminal Justice System, which is working to protect the public and a vulnerable group of victims in particular.



MAPPA Glossary

Glossary of Terms

DTC	Duty to Cooperate. A statutory duty placed upon some agencies to work with MAPPA	PPU	Public Protection Unit. A national unit, which has oversight of MAPPA and very high risk offenders. Locally each police OCU has a PPU to manage dangerous (violent and sexual) offenders, PP0s, child protection and domestic abuse
FTO	Foreign Travel Order. A civil order that can be applied for by the police to prevent certain sex offenders from travelling abroad	RA	Responsible Authority for MAPPA. Consists of police, probation and prison service
LCJB	Local Criminal Justice Board. A top level strategic board comprising of all the Criminal Justice agencies	RSO	Registered Sexual Offender
LEA	Local Education Authority	SHOG	Strategic Housing Officers Group
LSCB	Local Safeguarding Children's Board	SMB	Strategic Management Board for MAPPA. Comprises the 3 'Responsible Authority' agencies, plus representatives from Duty to Cooperate agencies
MAPPA	Multi - Agency Public Protection Arrangements. The statutory arrangements for managing risk posed by violent and sexual offenders	SFO	Serious Further Offence.
MAPP	Multi - Agency Public Protection.	SOPO	Sexual Offences Prevention Order. A civil order that can be applied for by the police to prohibit an offender from undertaking a certain activity
NO	Notification Order. A civil order that can be applied for by the police to place an offender, convicted of sexual offences abroad, onto the Sex Offenders Register	SOTP	Sexual Offender Treatment Programme
OCU	Operational Command Unit	VCO	Victim Contact Officer. Employed by the probation service to keep victims of sexual and violent crime informed about key dates in a sentence and enable victims to comment on release arrangements
PPO	Prolific and Other Priority Offender. An offender who is responsible for a disproportionately large amount of crime	YOT	Youth Offending Team

MAPPA Contacts

This report has been produced by the Responsible Authority in conjunction with board members of the MAPPA SMB.
For further information contact:

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