

Kent MAPPA 2013-2014



Annual Report



Introduction

We are pleased to present our MAPPA Report for 2013-2014.

Multi-Agency Public Protection Arrangements are recognised as a world-leading approach to the management of high risk offenders.

Kent Police, Probation and Prisons, in conjunction with all the Duty to Co-operate Agencies, have continued to work together over the past year to protect the public, appropriately manage risk and ultimately to save lives. Consistent and focused work has provided a high standard of service to the people of Kent which is reflected in a continued improvement in our practice and effectiveness.

Liaison with other MAPPA areas, nationwide, and regionally has additionally reinforced the efficiency of multi-agency management.

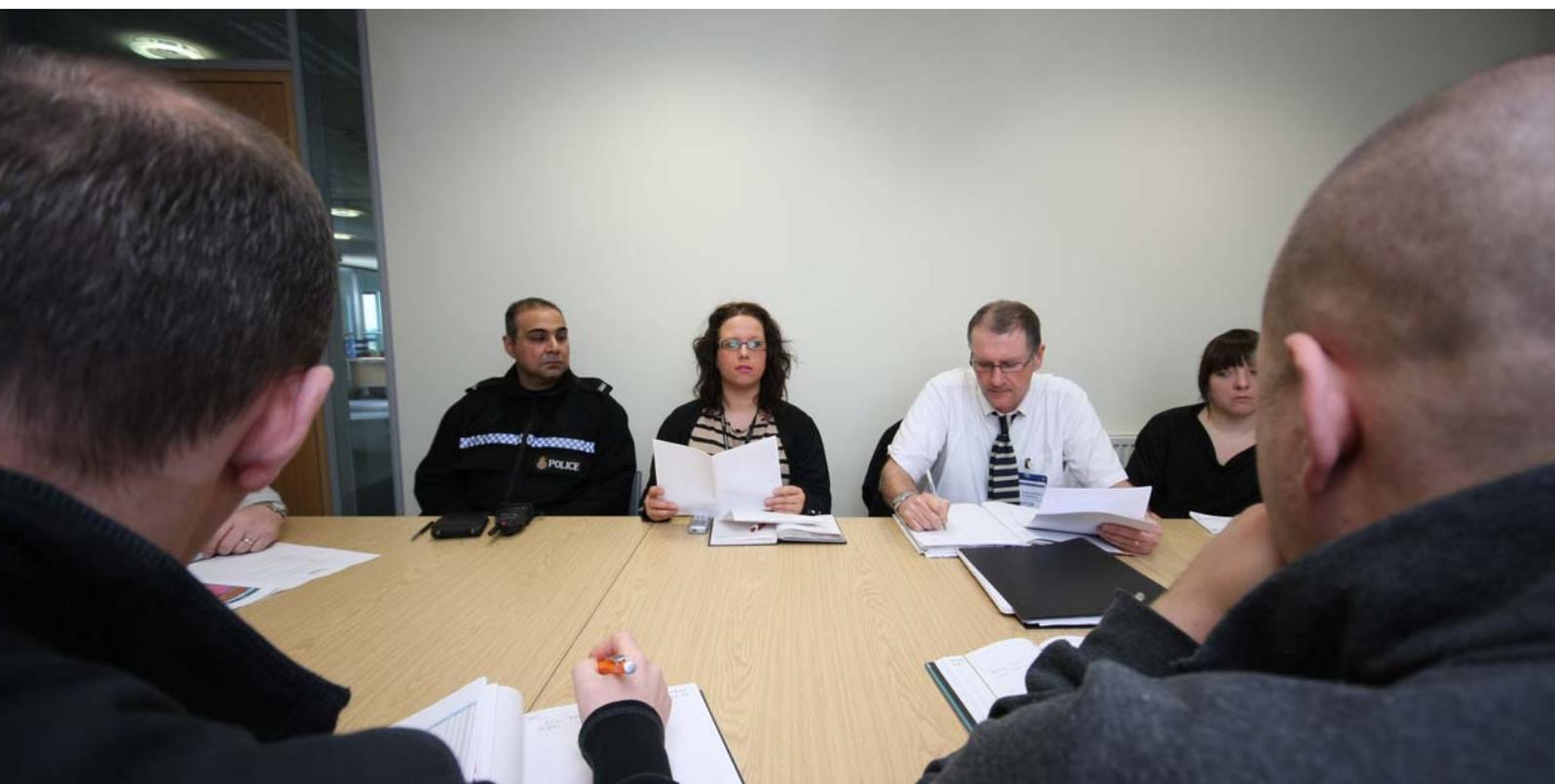
Michelle Jarman Howe
Deputy Director of Custody,
Kent & Sussex Prisons



Alan Pughsley
Chief Constable,
Kent Police



Tracey Kadir
Assistant Director
National Probation Service, Kent.



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.justice.gov.uk

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	1472	777		2249
Level 2	15	3	5	23
Level 3	2	0	0	2
Total	1489	780	5	2274

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	49	18	11	78
Level 3	5	6	0	11
Total	54	24	11	89

RSOs cautioned or convicted for breach of notification requirements	25
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Restrictive orders for Category 1 offenders	
SOPOs, NOs & FTOs imposed by the courts	
SOPOs	156
NOs	1
FTOs	1

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	8	1	12
Level 3	0	0	0	0
Total	3	8	1	12
Breach of SOPO				
Level 2	3	-	-	3
Level 3	1	-	-	1
Total	4	-	-	4

Total number of Registered Sexual Offenders per 100,000 population	96
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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

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2011 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2010 to 31 March 2011.

(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 (x% 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 and offenders disqualified from working with children.

(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 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.

(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.

MAPPA work in Kent

The work of Kent MAPPA has continued to provide effective and thorough management of all high risk offenders, during this past year. This has been supported and reinforced by the commitment of the three Responsible Authorities (RAs) and Duty to Cooperate Agencies (DTCs) across the county. Multi-agency liaison and engagement has contributed to robust assessment and management of risk of harm, and thus has contributed to ensuring the safety and protection of the public in Kent.

Effectiveness has yet again been highlighted by the absence of any Serious Further Offences (SFO) committed by offenders managed at Level 3 MAPPA during this period. One SFO was committed by an offender managed at Level 2 MAPPA, with a review indicating that there were no failings of MAPPA requiring the commissioning of a MAPPA Serious Case Review (SCR). There have been no MAPPA SCRs completed during this reporting period.

There has been a reduction in the numbers of offenders managed at L2 and L3 MAPPA, against an increase in the overall numbers of MAPPA eligible offenders in the community, compared to last year's figures. A robust and consistent central screening process is applied to all referrals to L2 and L3 MAPPA in Kent. It could be argued that the reduction in offenders managed at L2 or 3 MAPPA can be attributed to this rigorous screening process. This has enabled a greater focus of resources from all parties to MAPPA on managing those individuals who pose the greatest risk of harm to the public and require the highest level of multi-agency co-ordination and co-operation.

The Kent ViSOR Referral Unit (VRU) continues to provide a focused approach to the identification of MAPPA offenders. The VRU additionally provides support for the work of MAPPA by the incorporation of central points of contact (CPC) for Prisons, Courts, Approved Premises and Mental Health, further promoting a multi-agency approach to risk management, and facilitating information sharing. This has also been reinforced by offering MAPPA awareness training to all DTC agencies.

A rolling programme of MAPPA awareness and ViSOR users training is now established in Kent and all agencies involved in MAPPA are encouraged to access this training and request more bespoke training, meeting their specific agency needs as appropriate.

The Community Personality Disordered Offenders strategy is now in its second year. Psychologists have been working with Offender Managers in Kent

Probation to support their work with high risk, probable personality disordered clients, most of whom are managed by MAPPA. The strategy has led to other developments such as the delivery of high quality personality disorder awareness training for staff involving service user trainers.

Circles of Support and Accountability (COSA) have continued to identify and train suitable volunteers to work with core members. COSA are groups of specially selected, trained and supervised volunteers who form a circle around a core member (who has been convicted of a sexual offence) offering advice and support, which is later developed on a more informal approach to offer a higher level of social and supportive opportunities. COSA is very effective at reducing re-offending and risky behaviours, increasing successful community reintegration, and has provided an additional means of risk management within MAPPA.

The Kent Probation Forensic Psychologist has now submitted her Doctoral thesis on the MAPPA management of offenders with intellectual disabilities for examination.

Forensic psychologists from Kent Probation and HM Prison Service will again be delivering training to the Kent Police ViSOR officers on working with sexual and violent offenders later in the year.

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 SMB measures effectiveness against the standards contained within the MAPPA Guidance of 2012, ensuring a common standard of effective public protection arrangements with each of the agencies playing a full part in MAPPA.

Kent's MAPPA SMB membership has continued to strengthen and develop throughout this year, resulting in improved engagement from each of the responsible authorities and agencies with a duty to co-operate in Kent.

The agencies represented at the Kent SMB are:

The three Responsible Authorities:

- National Probation Service

- Kent Police
- HM Prison Service

Duty to Cooperate Agencies:

- Kent County Council (Adult and Children's Services)
- Medway Council (Children's Services)
- Kent and Medway NHS and Social Care Partnership Trust
- Kent Forensic Psychiatry Service
- Kent Integrated Youth Offending Service (now Kent Integrated Adolescent Support Services)
- Jobcentre Plus
- Local Housing Authorities
- Kent and Medway Commissioner for Adult Mental Health and Substance Misuse
- Electronic monitoring providers
- Education authorities.
- Immigration Enforcement

Below are some reflections by the SMB representative for Kent Integrated Adolescent Support Services regarding the value and function of the MAPPA SMB:

"The numbers of violent and sexual young offenders is low in Kent. However as a duty to co-operate agency I take my responsibility seriously in working with others to ensure we manage the risks posed by offenders living in the community. As a member of the SMB we can hold each other to account and ensure our agency fulfils its responsibilities, and ultimately protects our communities. As an example during 2013/14 training has been provided to youth offending officers on managing harmful sexual behaviour, this followed a Thematic Inspection by Her Majesty's Inspectorate of Probation."

"I have also assisted in the recruitment of a lay advisor to the Board. Finally it is essential that we link to the other criminal justice and safeguarding partnerships in Kent and Medway."

Safeguarding Children

MAPPA plays an important role in the protection of children across Kent and Medway. Agencies work together to decide upon the most appropriate risk management plan including both restrictive and rehabilitative elements to both Community Orders and Licences in safely managing those who present a known risk of harm to children.

Representatives from Kent MAPPA have liaised with both Kent and Medway Safeguarding Board in the last year to increase their knowledge of MAPPA. Members of the local Safeguarding Children Boards, as well as allocated social workers involved with families, are invited to attend MAPPA meetings so that child protection issues can be shared and considered amongst the MAPPA panel to ensure that the best outcomes can be achieved in safeguarding the welfare of children and their families across Kent and Medway.

During the last 12 months the Kent Probation Safeguarding Officer (Probation Officer), based part time at the Central Referral Unit (CRU), Kroner House, Ashford, has been working to champion safeguarding practice across the Kent Probation Trust and now the National Probation Service (NPS) and the Kent Surrey Sussex Community Rehabilitation Company (KSS CRC). The Safeguarding Officer works closely with MAPPA partners within this multi-agency team and this has greatly improved multi-agency working.

The Safeguarding Officer has been working alongside the Police and Children's Social Care in sharing information regarding Domestic Abuse Notifications (including a two month pilot study undertaken in Kent Probation during November 2013 – December 2013) and more recently has been involved in information sharing with regard to the Domestic Violence Disclosure Scheme (DVDS) also known as Clare's Law. Improved information sharing amongst agencies has been key in protecting the public and reducing reoffending across Kent and Medway.

Victim Liaison and Lay Advisors

What do the Lay Advisors do?

The responsible authority is required to appoint 2 lay advisors to sit on the Strategic Management Board. The lay advisors 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.

Lay Advisors

Lay Advisors are full members of the Strategic Management Board (SMB) assisting in the MAPPA review functions. They are not expected to be experts but informed observers and posers of questions. They act as a 'critical friend' who can provide a challenge to the professionals and bring an understanding and perspective of the local area. The Lay Adviser role is voluntary and unpaid.

Kent currently has its full complement of two lay advisors, who actively assist in Kent MAPPA review functions. Below are some reflections on the experience so far by our longest serving lay adviser:

I have continued to attend L2 and L3 MAPPs in Folkestone, Canterbury and Thanet. I used the audit tool as a guide to check that the process was being followed. I reported back on issues of non-attendance from DTC agencies in one location.

Panel members have become more aware of what my role is because I attend all panels that I am able to. It

has also been beneficial to attend several panels relating to the same offender, so that I can see the progression of the risk management process.

I have asked about the experience of attending L2 MAPPs for DTC representatives. I was told that putting faces to names enables greater and more effective information sharing because there is greater trust and individuals are not afraid to ask "silly" questions.

I have been part of an SCR sub group and attended all of those meetings. I have been pleased to see the work that went into planning training related to the SCR action points.

I have raised a number of queries at SMB meetings about the contribution made by those attending the SMB meeting in ensuring the effectiveness of MAPPA in Kent. This resulted in a greater focus on sharing of information by DTC SMB members, which was helpful.

Victim liaison

The Victim Contact Scheme (VCS) requires that the NPS contacts and offers the VCS to victims of offenders who have committed a specified serious violent or sexual offence, for which the offender has been sentenced to 12 months or more in custody or detained under the Mental Health Act 1983, with or without restrictions. Victims who choose to participate in the VCS may make representations about the offender's licence or discharge conditions, and receive certain information about key stages of the offender's sentence from their Probation Victim Liaison Officer (VLO). Victims of serious violent and sexual crime must, as a minimum, be:

- offered contact by the NPS
- assigned a VLO (unless they are the victim of a mentally disordered offender who is subject to a hospital order without restrictions)
- offered the right to make representations about licence conditions
- informed of licence conditions that relate to them
- informed about any other key information about the offender's sentence which it is appropriate to share in all the circumstances of the case
- offered the opportunity to make a Victim Personal Statement (VPS) for the Parole Board, if applicable.

This list is not exhaustive. Victim Liaison Officers attend and contribute to the work of MAPPA. Victim Liaison officers attendance and contribution at MAPPA ensures that the victims views and specific circumstances are considered in the MAPPA process.

The Victim Liaison officer is able to share specific information that may not have been made available and to make representations relating to the victim.



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