



# MAPPA

Multi-Agency Public Protection Arrangements

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Humberside Area  
Annual Report 2015/16



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## Introduction



**Justine Curran**  
Chief Constable  
Humberside Police.



**Kate Munson**  
Chair of the MAPPA  
Strategic Management  
Board.

Head of Humberside NPS  
National Probation Service  
North East Division.



**Tony Oliver**  
Deputy Governor  
HMP Hull

It is a privilege to welcome you to the 2015/16 Annual Report of Humberside Strategic Management Board (SMB) for Multi-Agency Public Protection Arrangements (MAPPA).

Each and every year, we highlight the work undertaken in partnership with key agencies to manage the most challenging offenders who have committed sexual and violent offences to safely ensure the public are protected.

This past year has been no exception, with MAPPA as the established partnerships framework for managing those offenders who present a risk of serious harm to communities, evidencing a strong and dynamic commitment to working together to provide high-quality services and interventions to protect the public and, most importantly, victims.

The work of MAPPA in Humberside is overseen by a committed Strategic Management Board whose members include representatives from the Responsible Authority for MAPPA (Prisons, Police and National Probation Service) and a wide range of Duty to Co-operate agencies (Health Providers and Commissioners), Local Authorities, Youth Offending Teams, Department of Work and Pensions, UK Border Agency, Community and Voluntary Sector.

This Annual Report explains MAPPA's statutory responsibilities and the operational processes and practice which are robustly and tirelessly undertaken by dedicated staff from all the above agencies and many more. The report also evidences key achievements and best practice during the course of a challenging year for all agencies and confirms that protecting our local community remains our highest priority and collective responsibility.

Whilst it is acknowledged that no system however robust can prevent 100% of re-offending by serious offenders, Humberside can demonstrate very effective MAPPA in force and operating across all locations.

I would like to take this opportunity to thank the SMB Members, Managers and all staff who have contributed to MAPPA across Humberside during 2015/16.

I commend this report to you.

**Kate Munson**  
Chair of the Humberside  
Strategic Management Board

## Key Achievements During 2015/16

Continuous development is a feature of MAPPA across Humberside. Key achievements during 2015/16 have included:

- All MAPPA Level 2 and 3 MAPPA Panel Chairs and Minute Takers received Induction and Refresher training across Humberside. The MAPPA Notification, Referral and Minutes have been updated to incorporate learning from National Inspections and Guidance, local Audits and Serious Case Reviews.
- All MOSOVO (Management of Sexual and Violent Offenders) Officers within Humberside Police and National Probation Service Probation Officers have been trained in using the Active Risk Management Systems (ARMS). All relevant registered sex offenders will have completed an ARMS Assessment by March 2017.
- Increased use of GPS tagging and monitoring of MAPPA offenders.
- Humberside MAPPA has continued to exceed target in all 10 Key Performance Indicators (KPIs); a tremendous achievement reflecting excellent partnership working.
- Improved pathways and shared training and identification of best practice for the management of mentally disordered and learning disabled offenders in Humberside. Key Mental Health and Learning Disability expertise is represented on all MAPPA Panels.
- The MAPPA website is fully operational and embedded across Humberside.
- The Performance and Quality Assurance Sub-Group has implemented learning from the Serious Case Review 2014/15 and produced briefings for all Responsible Authority and Duty to Co-operate Agencies.
- A Strategic Management Board Development Event was held in March 2016 and was attended by all SMB Members. Presentations included Restorative Justice involving MAPPA offenders and Victims and Circles of Support and Accountability.

**Kate Munson**  
Chair of the Humberside Strategic Management Board

## What is MAPPA?

### MAPPA background

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.

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.

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.

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.

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](http://www.gov.uk)

## Humberside Strategic Management Board

Effective Multi-Agency Public Protection Arrangements require close working relationships. Humberside area is well represented in all locations by the following Strategic Management Board Members;

### Kate Munson,

Chair of the SMB Head of Humberside NPS (Hull and East Riding) National Probation Service North East Division

### Lee Freeman,

Vice Chair of SMB Assistant Chief Constable, Humberside Police

### Phil Walker

Detective Chief Superintendent, Humberside Police

### Phil Snowden

Detective Sergeant, ViSOR/MAPPA Policy, Humberside Police

### Chris Brookes

MAPPA Co-ordinator National Probation Service

### Tony Oliver

Deputy Governor, HMP Hull

### Shaun Williamson

Head of Public Protection HMP Full Sutton

### Denise Hyde

Director of People, North Lincolnshire Council

### Jon Plant

City Children Safeguarding Manager, Hull City Council

### Beverley Compton

Assistant Director for Adult Services and Health Improvement North East Lincolnshire Council

### Pam Allen

Head of Children & Young People's Support & Safeguarding Services, East Riding of Yorkshire Council

### Dr Tim Allison

Director of Public Health, East Riding of Yorkshire Council

### Teresa Cope

Chief Operating Officer, Humber NHS Foundation Trust

### Dr Kate Gendle

Psychology and Allied Health Professions Director, Humber NHS Foundation Trust

### Melanie Bradbury

Head of Vulnerable People Commissioning, NHS Hull – Clinical Commissioning Group

### Chris Pilkington

Field Service Manager – Leeds and Nottingham FSA Electronic Monitoring – EMS Care & Justice Services

### Gill Dillon

Senior Operations Manager Department of Work and Pensions

### Christopher Payne

HM Inspector, Yorkshire and Humberside Immigration Compliance and Enforcement

### Darren O' Neill

Targeted Support and Youth Justice Strategic Manager, East Riding Youth Offending Service

### David Stuart

Lay Adviser, C/o National Probation Service

### Andrew Dyson

Lay Adviser, C/o National Probation Service

For further queries, please contact: Claire Cheesman on, **01482 578302** or by email at [claire.cheesman@probation.gsi.gov.uk](mailto:claire.cheesman@probation.gsi.gov.uk)

## Message from the Police and Crime Commissioner



I came into office as the Police and Crime Commissioner for the Humberside Police Force area in May 2016. Whilst I am new to the role of Police and Crime Commissioner, I was formerly a Police Officer with 30 years of experience, working across the whole of the Humberside area and completing my Police career as a Chief Superintendent. My focus then and my focus now is in serving the communities of Humberside and using my experience and enthusiasm to build and maintain really successful partnerships.

One of the key partnerships we have in the Humberside area is the Multi-Agency Public Protection Arrangement (MAPPA). This partnership team work in the background with our most challenging high-risk offenders with the aim of keeping all of us safe from harm and reducing the risk of serious reoffending.

Having worked as part of a MAPPA team in my former role, I know how challenging this work is and I also know how well the local MAPPA team work. Indeed, the Humberside MAPPA is amongst the very best in the country.

Whilst this annual report is about 2015/16 and therefore before my term of office, I have absolutely no reservations in commending the MAPPA partnership on their work and would like to formerly thank the MAPPA partnership for the excellent work they do on behalf of our local communities.

**Keith Hunter**  
The Police and Crime Commissioner  
Humberside Police

## The Voice of the Victim - Loud and Clear

An increasing number of victims and their families that we are working with here in the Humberside area have requested our support to enable them to explore opportunities provided by Restorative Justice as a means of assisting them in their journey of recovery and making positive changes in their lives. Working with our partner agency Remedi, who were the successful bidder for Provision of Restorative Justice Services across Humberside commissioned by the Office of the Police and Crime Commissioner for Humberside, we now have an established pathway for victims to access.

All offences are eligible for consideration in respect of Restorative Justice with the exception that in domestic abuse cases only victim initiated referrals can be considered. Case work within the National Probation Service is drawn from MAPPA eligible offenders. These groups of offenders having committed serious violent and sexual offences, present a number of challenges.

- Complexity of the case, for example, mental health issues and learning disabilities
- Offender's engagement/commitment to offence focussed work
- Level of victim empathy/remorse
- Protective measures required
- Vulnerability issues in respect of victim/offender
- Geographical issues
- Projected outcomes/managing expectations

The following are an example of learning outcomes from supporting victims and offenders through this process.

- A victim's wish to engage in Restorative Justice does not mean that consideration of restrictive licence conditions as a protective measure cannot be considered.
- Disclosure of information. To confirm to both parties that engagement in the Restorative Justice process can end at any point without information being provided as to why. Generally speaking these would be due to risk issues.
- To ensure that victims are aware that an offender's engagement in Restorative Justice may have consequences on an offender's sentence.
- Ensuring that where victims are actively engaged with the VLO service, they are fully included in Restorative Justice discussions on such case work.
- Providing further opportunities for feedback from victims and offenders, not only after the Restorative Justice activity has recently concluded but seeking feedback at the six month and 12 months points thereafter.

## The Voice of the Victim - Being Heard

A central tenet of the Multi-Agency Public Protection Arrangements is that it supports a holistic perspective including, ensuring that the voice of the victim is heard and taken into account by those agencies who are responsible for managing the behaviours and associated risks of the offender.

The National Probation Service's Victim Contact Unit has dedicated Victim Liaison Officers (VLOs) who provide a confidential information service to victims of serious, violent and sexual offenders who have received custodial terms of 12 months or more or a Hospital Order with restrictions. As core members of MAPPAs, VLOs are uniquely placed to represent the voice of the victim at MAPPAs. They are able to support consideration of the victim perspective through their direct work with the index victims of offenders, sharing their knowledge and expertise on both generic or specific case involvement. This can include contributing to the decision-making of the scheduling of information to be shared with the offender, for example, about restrictive licence conditions such as an area of exclusion. More recently this has involved enabling victims to write an updated Victim Personal Statement, articulating to MAPPAs panel members the ongoing effects on the victim. For example, on how they manage their relationship/contact with other family members in order to keep themselves safe despite there being restrictive arrangements.

Panel members have found these powerful statements which have demonstrated the level of psychological and emotional harm which has continued to be experienced by the victim and their family. Victims have reported that such a process gives them reassurance that their expressed views and concerns are not only listened to but form a permanent record of their engagement with the National Probation Service.

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### Pam Dent

Victims Manager NPS NE Division, Humberside



## Prison Reform – A New Approach

In the Queen's speech this year there were a series of announcements that concerned the Prison Service, the National Probation Service (NPS) and reforms that are scheduled to take place during this Parliamentary session. The most significant announcement being the creation of "Reform Prisons" where the Executive Governor would have greater autonomy (than their erstwhile Public Sector governor colleagues) i.e. more scope on where their prison budget would be spent and how the prisons would be managed, moving away from central government contracts and giving more scope to determine their operational delivery model locally. This mirrors the approach Michael Gove, Justice Secretary, took when he was the Secretary of State for Education.

As a region, the North East & Yorkshire will have the prisons at Holme House (local prison) and Kirklevington Grange (semi-open Resettlement prison) being clustered into an autonomously managed prison cluster. This, of course, is a trial and if successful, could pave the way for similarly autonomous prisons within our region.

In line with the reforms, there are some "greater freedoms" for the Governors of prisons who have had their benchmark staffing levels and methods of work agreed and 'signed off' by the Director of Public Sector Prisons (PSP). HMP Hull comes into this category. The devil, as always, will be in the detail which is still to be worked out but Prison Governors will be given greater flexibility to spend budgets and manage contracted-in services, for example education provision, in the best way he sees fit to run the establishment. This will still be within centrally prescribed parameters but does hint at more 'localism'.

The Secretary of State also talked about the important role that Release on Temporary Licence (ROTL), even from closed establishments like Hull, can have towards the resettlement of an offender back into his community. In MAPPAs cases, custodial and community partners will have to give careful consideration to any ROTL applications.

There is still the long awaited Offender Management Review to be published, although some details are now known. The future plan being that all High-Risk offenders will be managed by NPS, whilst in custody and the lower risk offenders managed/supervised by Band 3 Prison Officer grades.

This signals a major shift from end to end layered Offender Management with Prison Offender Supervisors and External Offender Managers working together and there will be more opportunities for NPS staff to work in the custodial setting, directly managing those who pose the highest risk to the public. This will naturally bring those MAPPAs offenders into scope as they will be part of the cohort which will be managed this way.

The Offender Management Unit at Hull and other prisons will have to change, with the current Band 4 Offender Supervisors being moved into roles in other areas of the prisons, at some point in the future. An intensive recruitment campaign will be required to provide sufficient Probation Officers and Band 3 Prison Officers to fulfil the roles vacant in Offender Management Units.

From a local and sub-regional perspective we are fortunate that the Head of Offender Management at HMP Hull, Ian O'Leary, sits on the national OM Review working group so will be well placed to inform and influence change, from an operational practitioner perspective, in the way we manage offenders in custody and the community.

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### Ian O'Leary

Governor Head of Offender Management, HMP Hull

## National Probation Service – NE Division

### Public Protection – A Priority

2015/16 has been another year of change for the NPS. Public Protection has continued to be delivered through the very strong, positive partnership work guided by the MAPPA Strategic Management Boards in all NE areas in the Division.

- National developments are coming to fruition through the dynamic process embedded within the NPS of E3 - Excellence, Efficiency and Effectiveness. E3 is a national programme of organisational change to ensure consistent processes and service delivery throughout England and Wales and is led by the 7 Deputy Directors in England and Wales and the Deputy Director responsible for Business Development.
- Changes will include improvements in Approved Premises which will see the introduction of Psychologically Informed Enabling Environments along with dedicated Key Workers for all residents who will work in partnership with Probation Officers in the Community.
- The MAPPA website is now fully developed and is used regularly. Practitioners can also join the MAPPA community to share ideas with each other to manage some of the most challenging offenders in society.
- Other developments in MAPPA which will conclude going forward is a revision of MAPPA Guidance, MAPPA eligibility and a review of ViSOR which will focus on a consistent business model for NPS in the future which will maximise the use of ViSOR wherever possible.
- NPS have also introduced the Active Risk Management System in partnership with Police colleagues.
- NPS NE have provided staff with guidance on dealing with Child Sexual Exploitation (CSE) and this is a priority area of work for us all in identifying perpetrators and victims.
- We have also provided more training in Risk Management and will now focus training on ways of working with those convicted of sexual offences who are subject to community supervision. This will be carried out alongside the move to a Divisional Sex Offender Treatment Programme Team who will deliver all Court Orders for Sex Offender Treatment.
- In the next 12 months, activity will continue to build on the E3 organisational model ensuring Excellence Efficiency and Effectiveness.

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#### Lucia Saiger-Burns

Head of Public Protection  
NPS NE Division

## Working with Learning Disabled Offenders

### A learning disability is defined as:

A significantly reduced ability to understand new or complex information, to learn new skills (impaired intelligence) with a reduced ability to cope independently (impaired social functioning) which started before adulthood, with a lasting effect on development. (Department of Health 2001).

As a service for people with learning disabilities, we are concerned about how this potentially vulnerable group navigate their way through the Criminal Justice System and how we can help.

This year's work has often required helping people who do not "fit neatly" into services as they are experiencing multiple, complex problems. Sometimes, it is hard to know if someone really does have a learning disability. When testing a person's abilities, this can be affected by a number of factors such as problems with concentration due to substance misuse, prescription medication or the environment e.g, a noisy prison corridor. A head injury or a temporary illness such as an episode of low mood or psychosis can also have a major effect. Sometimes people will seek to mask their problems to avoid shame and therefore not engage with the test and occasionally people will "fake bad" in order to draw in more services. This means that the psychologist must do the best to ensure that conditions are correct for testing but this can delay the process and lead to frustration in services. However, an incorrect result is much more damaging for a service user as it may prevent access to the correct services later down the line.

Some offenders will have difficulties which cause them day to day problems but are not formal learning disabilities. Many of the offenders we have seen this year have been on the autistic spectrum. Some people with autism have a learning disability and some do not. Services are not as far ranging for autism and there are some gaps which have opened up commissioning discussions.

We have also worked hard this year to improve the way we communicate with offenders to facilitate their understanding. Many struggle to understand their licence conditions for example, which can lead to breaches. Once presented in an easy read format, the "rules" are clearer and co-operation can be better.

With those who just can't seem to change at the moment, we seek to continue to offer a service with non-judgemental warmth and persistence. We all know those who test our skills the most as they continue to revolve around the system requiring the intensive management and inter-agency cooperation which is, of course, at the heart of the MAPPA process.

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#### Dr Kate Gendle.

Consultant Clinical Psychologist,  
Humber NHS Foundation Trust

## Child Sexual Exploitation – Meeting the Challenge

Child Sexual Exploitation (CSE) challenges preconceptions, stereotypical attitudes and personal beliefs; however, it is not a new phenomenon, only surfacing more recently as a result of the exposure of the subject in our Criminal Justice System and the media. This includes a number of high profile cases in cities such as Rochdale, Oxford, and Derby and most recently in Rotherham, compelling professionals involved in safeguarding children to more proactively face and deal with the problems and issues raised by CSE.

Children and young people who are sexually exploited and/or trafficked can be heterosexual, gay, lesbian, bisexual; they can be female, male or transgender.

However, many of those who are victimised may be reluctant to disclose offences or seek support, often due to stigma, prejudice, embarrassment or the fear that they will not be believed. They may see themselves as able to protect themselves but in cases of CSE, physical stature is irrelevant due to the coercion and manipulation used.

Despite media focus, the majority of those who are victimised are not 'looked after' children.

Safeguarding and promoting the welfare of children in this context depends on effective joint work between different agencies and professionals. Their full involvement is vital if children are to be effectively supported and action is to be taken against perpetrators of CSE.

All Local Authority areas across Humberside have worked tirelessly during the past 12 months to develop and implement a dynamic strategy and resourced operational model to meet the challenges of CSE within our communities. This work has been supported by a highly successful social media campaign organised by "Not in Our Communities".

### One example of work being undertaken in the Hull location is as follows:

To address and manage the challenges CSE brings, the Hull Safeguarding Children Board (HSCB) appointed a CSE Co-ordinator in February 2016, along with Hull Children's Social Care creating a CSE Pod in May 2016, which consists of a Consultant Social Worker, a Social Worker, a coordinator and 2 Youth Workers. It also includes Cornerhouse (The Care Project, who are a specialist CSE support charity).

These professionals will have an input into most of the cases where children/young people are at risk of CSE in Hull. They are co-located with Humberside Police's CSE team at Clough Road Police Station, Hull, which allows closer integrated working to support the victims and identify, disrupt and prosecute offenders. They have additional support within the Multi-Agency CSE (MACE) process from other agencies and charities such as the Cornerhouse Warren, Re Fresh and Door Step etc.

The MACE meeting process is designed to support professionals working with children/young people who have been/or are at high-risk of being sexually exploited, plus the management, disruption and prosecution of those identified as perpetrators of CSE. The process allows the Local Authority, Police teams and other key partner agencies (e.g. NPS) to share relevant information about the level of CSE in the city so that appropriate action can be taken to assist in the safeguarding of victims and the prosecution of offenders. CSE offenders may well be involved with networks of other offenders, so it is important that other multi-agency working, particularly under MAPPA, takes place.

There is strategic and tactical oversight from the Board, which is managed by a CSE Sub Committee Group and a Professional Practice Group respectively.

**Phil Snowden**  
CSE & Missing Children Coordinator  
Hull Safeguarding Children Board

## National Probation Service – Child Sexual Exploitation - Effective Intervention

There has been a substantial increase in prosecutions for CSE and some of these offences, particularly those involving groups of perpetrators working together, have attracted national and local media interest. This has led to the need for the National Probation Service (NPS) to ensure we are assessing and managing the risk of those perpetrators effectively in order to protect the public. Whilst we are confident in working with sex offenders in a broader sense, we wanted to be confident we knew, understood and had the tools to work with this group of sex offenders.

The NOMs Sex Offender Management Team commissioned a Task and Finish Group to provide guidance and training for all NPS Offender Managers, this was chaired by the NE NPS lead for CSE, Sarah Mainwaring and included the NE NPS Head of Public Protection Lucia Saiger-Burns and Mark Farmer, NOMS Lead Commissioner for Sex Offenders.

The guidance outlines that motivating factors for this form of offending are likely to be sexual gratification combined with a financial motivation, and it is likely that the offending will be achieved through violence, intimidation and aggression. For some, gang related activity will be an important factor as well. It also supports the attendance of CSE perpetrators on the existing NPS delivered Sex Offender Treatment Programmes, but with not more than one CSE perpetrator in any one group and that individual one-to-one work will be required.

We have identified the following groups of CSE perpetrators

- Group based CSE, in which two or more people come together to exploit and abuse children. Generally, group based exploitation involves adults exploiting children in return for goods such as accommodation, money, alcohol, drugs or other goods. Such groups may target residents of children's homes or other vulnerable children but this is not always the case. These groups may previously have been referred to as 'paedophile rings'. Children may or may not be identified for the purpose of group based CSE through on-line grooming.
- Gang based sexual exploitation, based in organised gangs of young people in which boys and young men exert power and control over girls and young women. This can take a number of forms including: the use of sex to initiate girls into the gang, provision of sex in return for status or protection, sexual assault as a weapon in conflict with other gangs, sexual assault to 'set up' rival gang members.
- Institutional abuse. This is a form of group based exploitation that is centred on particular institutions such as children's homes.
- Ritual abuse. This is another form of group based exploitation in which children are abused as part of a form of ritual. Such rituals can be based on unusual or supernatural beliefs
- Manufacture and production of indecent images of children.
- Family based exploitation in which children are subjected to multiple abusers within families and may be shared with other abusive families.

The guidance provides a working definition, training and good practice points, these are all available to NPS staff on Equip, the NPS electronic process mapping system.

For more information please contact [sarah.mainwaring@probation.gsi.gov.uk](mailto:sarah.mainwaring@probation.gsi.gov.uk)

**Sarah Mainwaring**  
Head of Probation,  
NE NPS - South Yorkshire.  
NPS NE Division CSE Lead

## Working with Personality Disordered Offenders – A Partnership Approach

The Yorkshire and Humberside Personality Disorder Partnership has continued to work closely with MAPPAs, in the management of offenders assessed as posing a high or very high risk of serious harm. One of the principles that underpins work with personality disordered service users is that of ‘containment’...“that an organisation or organisations working with a Service User need to create an environment that is experienced as containing by a Service User, and that from this containing environment the service user will be in the best possible psychological state to respond to work that looks to manage risk more effectively”. In order to do this, the responsibility for creating a containing environment not only falls on the front-line practitioner (Probation Officer) and how they work with the service user and respond to management and relational difficulties, but on the organisational structures (Teams, Clusters and MAPPAs) that support the work of the practitioner. In other words, a thoughtful responsive organisation supporting the work of a thoughtful responsive practitioner to enable effective risk management and improved psychological health of the service user. Offender Managers have been supported by psychologists to develop formulations: hypothesis about an individual’s difficulties which links theories with practice to guide intervention. These are presented at MAPPAs, to facilitate psychological thinking.

Recommendations are made in respect of risk management strategies designed to maximise the protection of the public and the rehabilitation and progress of the offender.

This year has seen the development of psychologically-informed warning letters being used where appropriate as an alternative to recall in the Humberside area. As described working in a psychologically informed way with high risk offenders with personality disorder in probation usually involves striking a very difficult balance between empathic understanding and clear limits and controls about what is acceptable behaviour. Warning letters are an important part of holding limits and boundaries. Standardised, template based warning letters may be experienced as punitive, shaming or enraging to someone with a history of trauma, abuse, rejection, neglect or control from authority figures or primary caregivers. This distress could manifest in acting out and so result in an inadvertent increase in risk.

Psychologically-informed warning letters are designed to show empathic understanding, but are explicit and clear about the limits and the consequences of pushing these limits. Whilst it is too early to evaluate the efficacy of this approach to maintaining boundaries, anecdotally there has been an encouraging effect. Feedback from MAPPAs, Offender Managers and Offenders is positive. Offender Managers have used the format of the letter to reformulate and develop understanding of the issue. The Offender has welcomed the opportunity to discuss issues, name their feelings, make links to their behaviour, including consequences and thereby enabling them to manage the risk of serious harm and re offending.

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**Wendy Sefton**  
Senior Probation Officer  
Lead Operational Manager,  
Personality Disorder Partnership

## Supporting the Accommodation Needs of MAPPAs Offenders

Providing stable and suitable housing has been shown to be a significant factor in reducing the risk of re-offending. Accommodation, as a key issue is a good starting point for helping offenders on their journey from criminal activity to residence. This is even more important for MAPPAs offenders. They need housing that is sustainable and appropriate in terms of type and location and linked to support that complement the effective supervision and public protection of that person in the community. When considering the provision of housing, the needs of the offender must be balanced with the protection of the local community.

Humbercare has built up strong links with the Probation Service over the years and has worked closely with MAPPAs to find accommodation for those sometimes “hard to house” cases. We can, in most cases, secure accommodation ready for those needing it on Sentence End Date. We also work in partnership with other agencies both statutory and voluntary to support offenders in the community.

Humbercare manages two housing options for MAPPAs referrals. The Accommodation Based Recovery Supported Living for Offenders Project, is a scheme funded by Hull City Council. It provides high level, one-to-one support for 16 offenders, accommodation is provided by Humbercare.

As well as support around tenancies, we aim to increase the prospects available to MAPPAs referrals by addressing issues such as their health, finances, substance use, social needs and ambitions.

This scheme can provide support for up to two years and during this time, we aim to move the client into more independent accommodation. We often find that the client would like to remain in their accommodation and as it is Humbercare’s property, then this is possible as we can replace the accommodation from our other stock to keep the project at 16.

Our other housing option for MAPPAs referrals is Chrysalis Housing. Chrysalis Housing adopts a ‘Housing First’ approach and originally began in Hull but we have since moved into the East Riding and are now sourcing appropriate properties throughout this area. This scheme provides low-level furnished supported housing, and mirrors the support given by the other project. The tenant can remain in the property for as long as some support is needed. We can use this as a step down from high level support on the Accommodation Based Recovery Project, and if an intermediate level of support is required, then this can be delivered by Humbercare’s Complex Needs Project.

Chrysalis tenant additional help can be accessed via Humbercare’s daily drop-in service at our Head Office, where supervised internet and telephones are available.

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**Paul Wilson**  
Deputy Director  
Humbercare

## Yorkshire, Humberside and Lincolnshire Circles of Support and Accountability

The mission statement of Circles of Support and Accountability states that, it aims to "substantially" reduce the risk of future sexual offending by convicted sex offenders. Thus, it is hoped that a group of trained volunteers recruited from the community will be able to prevent further victims being created by the core member.

In the Humberside area, preparation and planning is taking place for what will be Circle 17; however, cold statistics fail to present the true picture of what "Circles" is – an important addition to risk management which enables the community to have a role.

Richard (not his real name) is a sex offender. He has appeared in court on a regular basis since his first appearance in 2006. He has a long established preference for pre-pubescent children. Richard has a physical disability and any meaningful communication requires an interpreter. There is little family support. A disruptive education, he was moved around the educational establishments due to a number of incidents involving Richard as either victim or the offender.

He has a history of intentionally deceiving staff by breaching licence conditions, suspended sentence orders and disregarding SOPO conditions and probation supervision requirements. His licence conditions no longer apply, but he is subject to his SOPO until 2018.

Richard was isolated, spending significant amounts of time alone. He lived in transient accommodation, tending to enter into relationships with other sex offenders. His disability and his offending combined to create significant barriers to any hopes of re-integration and a settled and safer lifestyle.

A multi-agency approach was required to help Richard. The key players were Probation, Humberside Police, Humbercare, Circles of Support and Accountability and a charity, Giroscope.

Richard has been provided with safe and settled accommodation by Humbercare, together with a tenancy support worker. Humbercare have also provided home and educational support in English and Maths.

The Circle volunteers were given additional training prior to meeting Richard to familiarise themselves with communication techniques. The Circle has been meeting Richard weekly since January. It is clear that he looks forward to the meetings.

Liaison between Circles and a charity, Giroscope, has seen Richard given a role as a volunteer. With supervision he is contributing to the renewal of run down areas.

Probation have provided the additional finance and professional advice to ensure the progression of Richard is achieved in a careful and structured way. Humberside Police have maintained a watchful eye and given appropriate advice.

The key to success in any response to reducing sexual offending is when agencies work together. It is not the responsibility of one or two agencies to manage sex offenders, but the responsibility of us all. Circles of Support and Accountability, in conjunction with other agencies, can help reduce the risk of sexual offending.

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**John McNally**  
Coordinator, Circles of Support and Accountability – Humberside

## Message from the Head of Specialist Crime Command

MAPPAs is an integral part of Humberside Polices' commitment to the Management of Sexual and Violent Offenders (MOSOVO) in order to promote rehabilitation of offenders whilst safeguarding the public. This is only possible with the continued good work by all of our multi-agency partners especially in times of competing demands and our pledge to protect communities, target criminals and make a difference.

Within the last year we have invested in MOSOVO and created five new posts so we are well placed to face the predicted increase in convictions for sexual offences.

We have adopted the Active Risk Management System (ARMS) which enables the assessor to recognise, prioritise and organise information into a framework that assists risk management planning. ARMS is based on evidence based, contemporary thinking and the 11 factors under which information is gathered have been carefully selected by a team of experts using cross validated research based findings. The system is a joint risk assessment used in conjunction with Probation and another good example of multi-agency work.

Our staff are being provided with mobile technology to enable them to spend more time with offenders and less time sat in police stations completing research or paperwork. We are extensively using technology to promote rehabilitation and catch offenders, we have invested in Global Positional Satellite (GPS) tags to manage the highest level of risk. Many offenders who are keen to prove their commitment ask for these devices as a physical reminder.

We are always looking at future options in technology and we are currently looking at options for the remote monitoring of offenders internet and computer usage.

A good example of the work of MAPPAs was a very high risk offender being released from prison with little or no expectation to succeed, who through supportive management, has been managed through all the levels of MAPPAs and is soon to be taken off the Panel. The offender is now assisting enquiries in respect of other offenders and strongly promotes the theory of 'no more victims'. We also have many examples where offenders have not fared so well and due to tight management they have been arrested or recalled before they have endangered the public.

Although we have many examples of good agency work, we are not complacent and are still working to improve, especially with ongoing development with Mental Health Services where the early indications are showing increased information sharing, notifications and referrals to MAPPAs.

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**Christine Wilson**  
Detective Chief Superintendent,  
Head of Specialist Crime Command  
Humberside Police

## Message from MAPPA Lay Adviser

Humberside MAPPA continues to demonstrate transparent, resilient and effective partnership working.

For any partnership, consistent and continued success is difficult to achieve but continued enthusiasm, drive and leadership are the key strengths that ensure the performance of Humberside MAPPA.

This year has seen significant changes to the organisations which lead and contribute to our local safety and the rights of its offenders and victims to move forward.

At all levels, and in all circumstances, dedicated professionals are working beyond what should normally be expected of them to deliver successful outcomes for MAPPA.

This report provides evidence that as our society changes, MAPPA continues its vital role in our local communities.

As a Lay Adviser, it is a privilege to witness the work taking place and meet with the many dedicated professionals.

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**Andrew Dyson**  
MAPPA Lay Adviser



## MAPPA Statistical Tables 2015/16

### Area: Humberside MAPPA-eligible offenders on 31 March 2016

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1228	283	–	1511
Level 2	2	5	1	8
Level 3	2	1	1	14
<b>Total</b>	<b>1232</b>	<b>289</b>	<b>2</b>	<b>1523</b>

### 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	23	28	19	70
Level 3	7	3	1	11
<b>Total</b>	<b>30</b>	<b>31</b>	<b>20</b>	<b>81</b>

RSOs cautioned or convicted for breach of notification requirements	<b>13</b>
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### Restrictive orders for Category 1 offenders SHPOs & NOs imposed by the courts

SHPOs	<b>123</b>
SHPOs with Foreign Travel Restriction	<b>0</b>
NOs	<b>1</b>

### 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	2	3	3	8
Level 3	1	0	0	1
<b>Total</b>	<b>3</b>	<b>31</b>	<b>20</b>	<b>81</b>

### Breach of SOPO/SHPO

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	1	–	–	1
Level 3	1	–	–	1
<b>Total</b>	<b>2</b>	<b>–</b>	<b>–</b>	<b>2</b>

Total number of Registered Sexual Offenders per 100,000 population	<b>151</b>
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This figure has been calculated using the mid-2015 estimated resident population, published by the Office for National Statistics on 23 June 2016, excluding those aged less than ten years of age.

### Notification Requirements

RSOs having had lifetime notification requirements revoked on application	<b>2</b>
People subject to notification requirements for breach of an SRO	<b>0</b>

## Explanation Commentary on Statistical Tables

### MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2016 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2015 to 31 March 2016.

- 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.
- 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.
- 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.
- 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.
- 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.
- Sexual Harm Prevention Order (SHPO) – (replaced Sexual Offence Prevention Orders) including any additional foreign travel restriction. Sexual Harm Prevention Orders (SHPOs) and interim SHPOs are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. It requires the offender to notify their details to the police (as set out in Part 2 of the 2003 Act) for the duration of the order.

The court must be satisfied that an order is necessary to protect the public (or any particular members of the public) in the UK, or children or vulnerable adults (or any particular children or vulnerable adults) abroad, from sexual harm from the offender. In the case of an order made on a free standing application by a chief officer or the National Crime Agency (NCA), the chief officer/NCA must be able to show that the offender has acted in such a way since their conviction as to make the order necessary.

The minimum duration for a full order is five years. The lower age limit is 10, which is the age of criminal responsibility, but where the defendant is under the age of 18 an application for an order should only be considered exceptionally.
- 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.
- Sexual Risk Order (incl. any additional foreign travel restriction) The Sexual Risk Order (SRO) replaced the Risk of Sexual Harm Order (RoSHO) and may be made in relation to a person without a conviction for a sexual or violent offence (or any other offence), but who poses a risk of sexual harm.

The SRO may be made at the magistrates’ court on application, by the police or NCA where an individual has done an act of a sexual nature and the court is satisfied that the person poses a risk of harm to the public in the UK or children or vulnerable adults overseas.

A SRO may prohibit the person from doing anything described in it – this includes preventing travel overseas. Any prohibition must be necessary to protect the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

An individual subject to an SRO is required to notify the police of their name and home address within three days of the order being made and also to notify any changes to this information within three days. A SRO can last for a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed).

The criminal standard of proof continues to apply, the person concerned is able to appeal against the making of the order, and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

A breach of a SRO is a criminal offence punishable by a maximum of five years’ imprisonment. Where an individual breaches their SRO, they will become subject to the full notification requirements.

Nominals made subject of a SRO are now recorded on VISOR, as a Potentially Dangerous Person (PDP).
- Lifetime notification requirements revoked on application Change in legislation on sexual offenders A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place which will allow qualifying sex offenders to apply for a review of their notification requirements.

Individuals subject to indefinite notification will only become eligible to seek a review once they have been subject to the indefinite notification requirements for a period of at least 15 years for adults and 8 years for juveniles. This applies from 1 September 2012 for adult offenders

On 21 April 2010, in the case of R (on the application of F and Angus Aubrey Thompson) v Secretary of State for the Home Department [2010] UKSC 17, the Supreme Court upheld an earlier decision of the Court of Appeal and made a declaration of incompatibility under s. 4 of the Human Rights Act 1998 in respect of notification requirements for an indefinite period under section 82 of the Sexual Offences Act 2003.

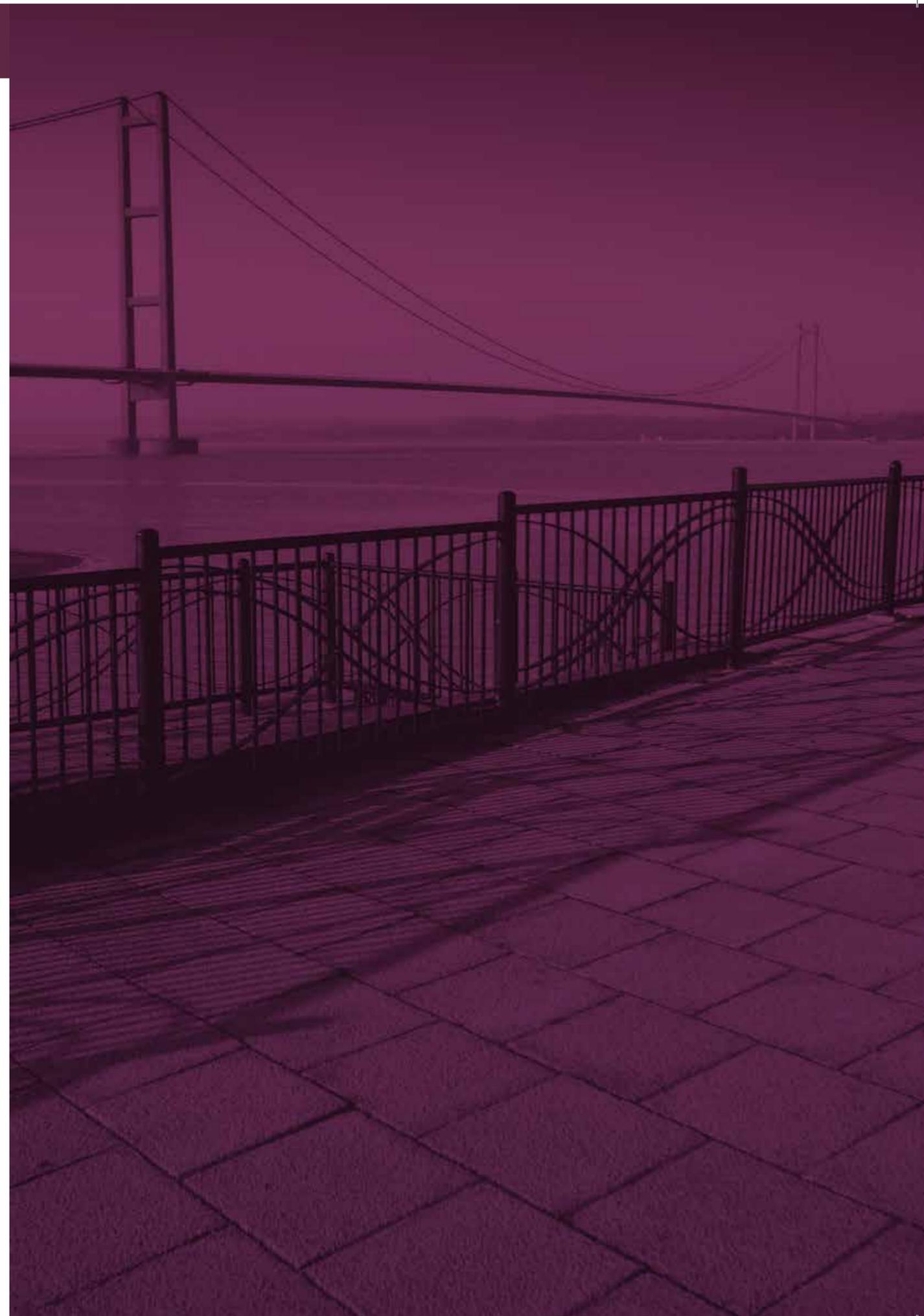
This has been remedied by virtue of the Sexual Offences Act 2003 (Remedial) Order 2012 which has introduced the opportunity for offenders subject to indefinite notification to seek a review; this was enacted on 30th July 2012.

Persons will not come off the register automatically. Qualifying offenders will be required to submit an application to the police seeking a review of their indefinite notification requirements. This will only be once they have completed a minimum period of time subject to the notification requirements (15 years from the point of first notification following release from custody for the index offence for adults and 8 years for juveniles).

Those who continue to pose a significant risk will remain on the register for life, if necessary. In the event that an offender is subject to a Sexual Offences Prevention Order (SOPO) the order must be discharged under section 108 of the Sexual Offences Act 2003 prior to an application for a review of their indefinite notification requirements.

For more information, see the Home Office section of the gov.uk website:

<https://www.gov.uk/government/publications/sexual-offences-act-2003-remedial-order-2012>



This MAPPA report is also available online at:  
[www.gov.uk](http://www.gov.uk)  
[www.humberside.police.uk](http://www.humberside.police.uk)

# MAPPA

Multi-Agency Public Protection Arrangements

Humberside Area Annual Report  
2015/16

**Humberside Police Headquarters**  
Priory Police Station  
Priory Road  
Hull  
HU5 5SF

