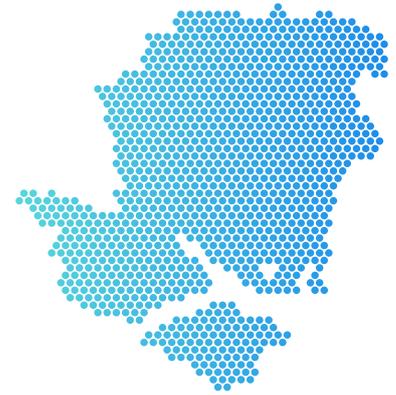


HAMPSHIRE & ISLE OF WIGHT

Multi-Agency Public
Protection Arrangements



Annual Report 2016-17





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INTRODUCTION

We are pleased to introduce the 2016-17 MAPPAs Annual Report for the Hampshire and Isle of Wight Multi-Agency Public Protection Arrangements Strategic Management Board.

This report outlines the work the Board has undertaken to improve the effectiveness of MAPPAs during the year in managing violent and sexual offenders to both reduce reoffending and protect the public from harm. It also offers the opportunity for us to demonstrate our accountability to the local communities we serve.

It is never possible to eliminate entirely the risks posed by serious offenders. However, what can be expected is that all reasonable steps have been taken to reduce the risk of serious harm to the public from known offenders and promote rehabilitation. Therefore, this report not only contains statistical information about the offenders managed under MAPPAs during the last business year, but it also provides information about how these arrangements work in practice locally.

The Board's achievements reflect the contributions made by all agencies involved in MAPPAs across Hampshire and the Isle of Wight, and we would like to thank all our partners who have contributed to these arrangements over the last year. We also trust that this report will illustrate the commitment and professionalism of our staff whose demanding and complex work rarely receives public attention. Their dedication is key to ensuring our communities remain safe.

In recommending this report to you, we hope it provides a valuable insight into our work and offers reassurance that public protection and the needs of victims remain our highest priorities.

Sarah Beattie
Chair of Strategic Management Board



Sarah Beattie

Chair of Strategic Management Board and Head of Southampton, Portsmouth and IOW, National Probation Service



Stephanie Roberts-Bibby

Governor, HMP Winchester



Craig Dibdin

Chief Superintendent, Hampshire Constabulary

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 Services, 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 DTC agencies.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA offenders who 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 between agencies to inform the risk assessments and risk management plans of those managing or supervising them.

Some cases require structured multi-agency management. 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 – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; 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 levels of management to ensure that resources are focused where they are most needed; generally those involving the higher risks of serious harm.

Level 1 involves ordinary agency management (i.e. managed by the lead agency with no formal MAPPA meetings);

Level 2 is where the active involvement of more than one agency is required to manage the offender.

Level 3 is where risk management plans require the attendance and commitment of resources at a senior level.

MAPPA are supported by ViSOR. This is a national IT system to assist in the management of offenders who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when high risk offenders move, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system for the first time, improving the quality and timeliness of risk assessments and interventions to prevent offending.

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



MAPPA STATISTICS

MAPPA-eligible offenders on 31 March 2017

	CATEGORY 1: Registered sex offenders	CATEGORY 2: Violent offenders	CATEGORY 3: Other dangerous offenders	Total
Level 1	2020	440	-	2460
Level 2	106	75	17	198
Level 3	2	5	1	8
Total	2128	520	18	2666

MAPPA-eligible offenders in Levels 2 and 3 by category (annual total)

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	CATEGORY 1: Registered sex offenders	CATEGORY 2: Violent offenders	CATEGORY 3: Other dangerous offenders	Total
Level 2	158	121	30	309
Level 3	2	5	2	9
Total	160	126	32	318

RSOs cautioned or convicted for breach of notification requirements	192
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Restrictive orders for Category 1 offenders

SHPOs and NOs imposed by the courts	
SHPO	181
SHPO with foreign travel restriction	0
NOs	0

Notification Requirements

RSOs having had lifetime notification requirements revoked on application	People subject to notification requirements for breach of an SRO
13	0

Level 2 and 3 offenders returned to custody

BREACH OF LICENCE

	CATEGORY 1: Registered sex offenders	CATEGORY 2: Violent offenders	CATEGORY 3: Other dangerous offenders	Total
Level 2	19	25	1	45
Level 3	0	0	0	0
Total	19	25	1	45

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BREACH OF SOPO/SHPO

	CATEGORY 1: Registered sex offenders	CATEGORY 2: Violent offenders	CATEGORY 3: Other dangerous offenders	Total
Level 2	5	-	-	5
Level 3	0	-	-	0
Total	5	-	-	5

Total number of Registered Sexual Offenders per 100,000 population	122
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This figure has been calculated using the mid-2016 estimated resident population, published by the Office for National Statistics on 22 June 2017, 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 2017 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2016 to 31 March 2017.

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(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 are actually managed under ordinary agency (Level 1) arrangements rather than via MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

(b) Registered Sexual Offenders (RSOs) – those who are required to notify the police of their name, address and other personal details and to notify of any subsequent changes (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence that carries a maximum penalty of 5 years imprisonment.

(c) Violent Offenders – this category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for registration.

(d) Other Dangerous Offenders – offenders who do not qualify under the other two MAPPA-eligible categories, but who currently pose a risk of serious harm which requires management via MAPPA meetings.

(e) Breach of licence – offenders released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If these conditions are not complied with, breach action will be taken and the offender may be recalled to prison.

(f) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction). Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders.

They 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.

(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) Sexual Risk Order (including 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, including travel overseas. Any prohibition must be necessary to protect the public in the UK from sexual harm or, in relation to foreign travel, protect 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 full notification requirements.

Individuals made subject of a SRO are now recorded on VISOR as a Potentially Dangerous Person (PDP).

(i) Lifetime notification requirements revoked on application

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place that allows 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 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)/Sexual Harm Prevention Order (SHPO) 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:

www.gov.uk/government/publications/sexual-offences-act-2003-remedial-order-2012

HAMPSHIRE AND ISLE OF WIGHT MAPPA

Multi Agency Public Protection Arrangements (MAPPA) in Hampshire and the Isle of Wight are overseen by the Strategic Management Board (SMB). Responsible authorities including the Police, National Probation Service and the Prison Service engage with key partners from Children and Adult Safeguarding, Youth Offending Services, Health, Department of Work and Pensions and Housing to ensure effective and efficient arrangements are in place to protect the public.

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The Strategic Management Board is supported by two working groups: the Delivery Sub-Group is responsible for achieving business objectives and implementing changes; and the Quality Sub-Group ensures that MAPPA practice is robustly audited, and case reviews undertaken with clear recommendations made to improve outcomes.

The number of MAPPA eligible offenders in Hampshire and the Isle of Wight indicates a rise since 2015/16 across Category One and Two. This increase reflects national trends in the management of offenders and recognises the positive impact of the Police Offender Management Hub, bringing consistency to recording practice.

In recognition of the ever-changing, criminal justice environment in which MAPPA operates, the Board recruited to a revised MAPPA Co-ordinator role. This role focuses on stakeholder engagement, effective and efficient use of resources and, most importantly, the quality of our work to protect the public.

MAPPA operations are scrutinised through robust auditing and case review processes, in which the contribution and coordination of partners is recognised as key to the effective risk management of offenders.

CASE STUDY

Brian, a man convicted of a serious violent offence and subject to probation supervision on licence following his release from prison, had a number of restrictions imposed on him to prevent him from contacting and harassing a former partner. He was assessed as posing a high risk of serious harm to the public.

MAPPA management of Brian, at level two, brought together professionals from the National Probation Service, Hampshire Constabulary, Mental Health Services, Drug Services and Children's Services, to formally agree a robust multi-agency risk management plan to protect the public and, more specifically, his former partner.

In addition to imposing required restrictions and controls upon Brian, the plan also sought to address his mental health and substance misuse issues that had contributed to his offending. A specialist accommodation provider for people with mental health issues was identified to assist in managing Brian's behaviour; with clear sanctions for non-compliance, and drug services support provided. His case was also allocated to a mental health nurse.

Following a formal request from MAPPA, Hampshire Fire and Rescue Service further supported the housing provider by completing a fire safety survey due to a potential risk of arson posed by Brian, to assist in monitoring his behaviour and to protect other residents.

Both adult and children safeguarding issues, with specific input from the Police and Children's Services, underpinned the risk management plan.

Regular level two MAPPA meetings not only ensured effective coordination and delivery of this plan, but also enabled a robust contingency plan to be put in place should Brian's mental wellbeing or behaviour deteriorate.



The professionalism, commitment and joint-working demonstrated by all agencies involved in this MAPPA case resulted in Brian being safely managed for a sustained period in the community and receiving the required interventions to prevent him from returning to harmful behaviour. He has successfully remained in his accommodation and there have been no further incidences of violent behaviour.

DEVELOPING PRACTICE

Strengthened auditing arrangements have also resulted in the further developments for MAPPA agency staff. In particular, a newly established MAPPA Chairs forum brings together Probation and Police managers who chair MAPPA meetings to improve practice through joint briefings, sharing good practice and the discussion of challenging issues.

Our MAPPA Chairs, who are key to delivering effective public protection have valued this opportunity to refine and consolidate their skills.

The Chairs' role has been further supported by the delivery of enhanced bespoke training for MAPPA meeting minute-takers, with a focus on ensuring that critical decisions are documented and multi-agency plans are clear in detailing how risk will be managed.

A FRESH APPROACH

New approaches to managing offenders under MAPPA have also produced positive outcomes. An Approved Premises, which is an accommodation facility provided by the National Probation Service, received a visit from a team of enthusiastic K-9 officers (and their handlers) who assisted the Police and National Probation Service to search residents' rooms and the other buildings for contraband and prohibited items. The search proved a success, with a small number of items such as mobile phones, a computer flash drive and other banned items being uncovered.



K-9 officers and their handlers

Technology has also enhanced the management of offenders in the community. Hampshire Constabulary continue to develop the use of GPS tagging for offenders either on a voluntary basis or as a restrictive element of a Sexual Harm Prevention Order (SHPO). The equipment enables the Police to track and monitor offenders to ensure they comply with restrictions imposed on them to protect the public. This approach has had a positive impact, most notably with one offender who has historically failed to engage in his management almost immediately after release from prison. Multi-agency management and interventions, supported by the ability to address risk by monitoring the movements of this individual, has prevented further offending and provided a more stable platform for longer term risk management and rehabilitation.

SAFEGUARDING

Research from the Ministry of Justice (Farmer Review, 2017) shows that prisoners who receive visits from a family member are 39 per cent less likely to reoffend than those who do not receive such visits.

Spurgeons, a children's charity, provide support and guidance to fathers in HMP Winchester. Recognising the family impact of incarceration, they bring families together by organising events at the prison to maintain crucial family ties. These Family Days are also an opportunity for staff to assess how the men engage with their children.

Safeguarding children is a key priority in all MAPPA activity, including when offenders are in custody.

CASE STUDY

Joshua was sentenced to an 18 month prison sentence for sexual offences. Safeguarding concerns relating to family members were identified while he was in custody. To assist Childrens Services decision-making regarding the children's welfare, a multi-agency meeting, involving professionals from Spurgeons, Childrens Services, Education, Health, the Police and the National Probation Service was held in the prison to enable Joshua to attend.

Joshua demonstrated that he took full responsibility for the impact of his offending and informed the meeting about work he had undertaken to reduce his risk of reoffending. He had also completed a parenting course and the Time for You and Your Child course. He expressed a genuine desire to do everything he could to be part of his family whilst making a commitment to fully comply with his licence conditions, Sex Offender Registration and other requirements that Children's Services deemed appropriate.

As a result Joshua was allowed to participate in a number of Family Day visits. His family were accompanied by the children's Social Worker who was able to observe family interactions. This approach provided a unique and important insight into relationships within the family, something rarely observed during custody, and informed a comprehensive parenting assessment, a child protection plan and a robust MAPPA risk management plan.

Joshua became a "Dads rep" in custody, supporting fellow prisoners to maintain links with their families. In turn this boosted his own confidence, self-esteem and communication skills, all of which are key to successful resettlement. With appropriate support in place it is hoped that Joshua will be in a position to fully integrate back in to his own family unit on release.

MAPPA and Victims

The National Probation Service Victims Unit supports victims of serious offences where significant sentences have been imposed and also work with discretionary cases where required, to ensure the most vulnerable victims are still cared for. Their role includes making contact with victims and helping them understand the criminal justice process as well as ensuring their views are taken account through the management of an offender's sentence.

CASE STUDY

Examples of their work include a high profile case that required MAPPA management at level 3 involving a number of victims across a wide area. Liaison with the victim units across all the geographical in which the victims live meant we were able to ensure the location of all victims was known and relevant exclusion zones and electronic monitoring could be put in place to protect them. The local area police forces ensured appropriate arrangements for the protection of the victims were in place as part of a contingency plan should additional measures be needed. Fortunately these were not required, however the measures did make the victims feel reassured and was key to the MAPPA's risk management planning in this case.

Notably this year, following positive feedback from a victim's family, a member of the Hampshire Victims Unit was a runner up in the National Probation Awards, recognising her work with offenders which was a significant achievement as well as an endorsement of the good work that the Unit does.

MAPPA from the perspective of Lay Advisors

We are pleased to have recruited two new volunteer Lay Advisors this year from both Hampshire and Isle of Wight local communities. They bring an important community perspective to the MAPPA arrangements.

"We are both in our first year as Lay Advisors to Hampshire and Isle of Wight MAPPA. Our role is to provide scrutiny as 'critical friends' to senior management, and to contribute to the effectiveness of MAPPA. We are ordinary members of the public, with experience in a wide range of organisations, and with independent views unaffected by being delegates or employees of criminal justice agencies.

We have spent much of our first year getting to know those agencies and how their work fits in to MAPPA. In addition to attending Board and Sub-Group meetings, reviewing serious cases and assisting with case audits, we have begun to observe Level 2 meetings, which give us real insight into some key elements of MAPPA work, such as mutual co-operation, risk management and public protection. We see the significant challenges that police, probation and other agencies face as they aim – with limited resources – to rehabilitate an offender and at the same time protect the public. These are not always comfortable partners: the release and rehabilitation of offenders who pose a risk to the public is often contentious, and it is perhaps unfortunate that members of the public are largely unaware of the unseen efforts that are made to ensure their safety.

As Lay Advisors we are keen to see that all of the relevant agencies contribute to these ends, that they are appropriately represented both at MAPPA meetings 'on the ground' and at the higher-level Board and Sub-Group meetings, that they share information and explore options, and that their decision-making processes are robust.

As our own knowledge and experience grow we will increasingly question and contribute, with the ultimate goal of enhancing processes and thoroughness, both to help MAPPA achieve its aims and to ensure the optimum protection for the people of Hampshire and the Isle of Wight."

Ray Palmer / Nicola Price
MAPPA Lay Advisors.

KEY OBJECTIVES FOR 2017-18

The Hampshire and Isle of Wight MAPPA Strategic Management Board has identified priorities for 2017 - 2018. These include:

- Delivering a Strategic Management Board Business Plan that will influence quality and promote the role of the SMB.
- Ensure that the governance structure of MAPPA is effective and that activity operates to agreed Terms of Reference with effective and appropriate representation from the partner agencies.
- Further develop MAPPA's interface with other community safety initiatives and safeguarding bodies to maximise public protection and mitigate risk.
- Respond to a national review of how MAPPA Serious Case Reviews are conducted, to ensure the quality of this work and give further consideration to how learning is implemented.
- Promote and monitor the use of the Active Risk Management System (ARMS) and ViSOR to support the assessment of eligible sex offenders in Hampshire and Isle of Wight and ensure that critical information is shared with relevant partners in the criminal justice system.
- Further support the practice of MAPPA Chairs by providing practice updates, sharing good practice and reflecting on challenging scenarios.



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and Wales are published online at:

