



Multi-Agency Public Protection Arrangements

Hampshire and Isle of Wight Protocol

Fifth Edition 2008



NATIONAL PROBATION SERVICE
for England and Wales
Hampshire



Hampshire
County Council



Portsmouth
CITY COUNCIL

**A joint approach between Hampshire Constabulary
Hampshire Probation Area
Her Majesty's Prison Service
Hampshire Local Authority
Isle of Wight Local Authority
Southampton Local Authority
Portsmouth Local Authority**

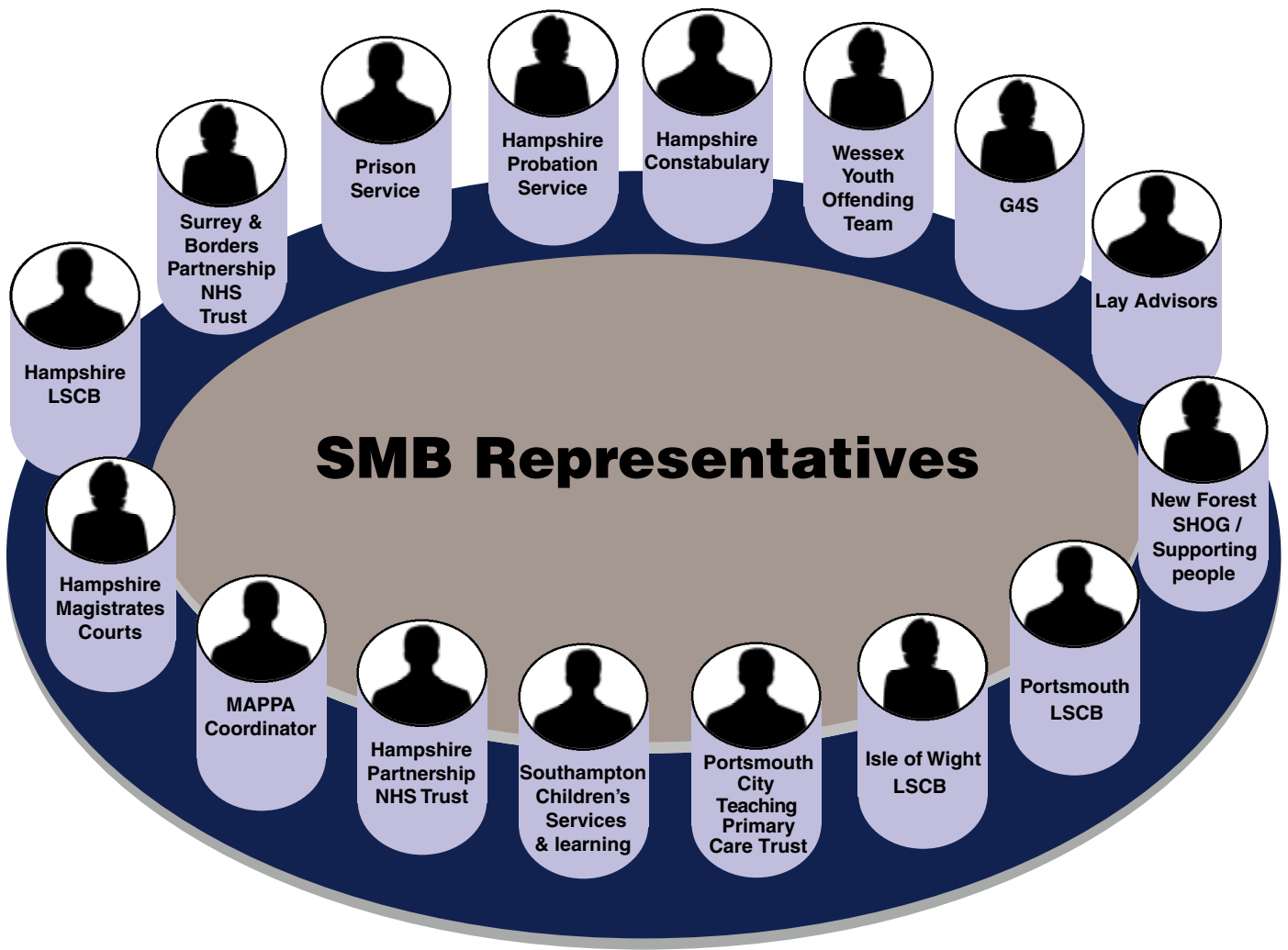
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The MAPPA Protocol for Hampshire and the Isle of Wight

1. Introduction

The Multi-Agency Public Protection Arrangements (MAPPA) were placed on a statutory footing by the Criminal Justice and Court Services Act 2000; this formalised the arrangements created by the original protocol which was published in 1998. This Act established a framework for partnership working to manage the risk posed by registered sexual offenders, violent and other sex offenders and other offenders who are assessed as posing a risk of serious harm to the public.

The Act established qualifying criteria for offenders to be managed within MAPPA known as 'categories'. It also created a framework for deciding how much inter-agency involvement was required to manage risk which was termed 'levels of management'. These concepts are explained in detail in this protocol. Within the legislation it is only lawful to manage offenders who fall within the MAPPA criteria, however, areas are now managing offenders who are classified as Potentially Dangerous Persons (PDP) who do not fall within the MAPPA criteria so some guidance on PDPs is also contained in this document.

The framework has been extensively developed since its inception and this latest protocol, the Fifth Edition, will reflect current thinking and is compliant with the 'MAPPA Guidance 2007' published by the National MAPPA team. The Guidance was issued by the Secretary of State under Section 325(8) Criminal Justice Act (2003) and is therefore statutory. All Responsible Authorities (RA) and Duty To Co-operate (DTC) bodies, being public bodies, have a duty imposed by public law to have regard to this Guidance in exercising their functions under MAPPA.

MAPPA is principally about the management of risk posed by an offender to protect known or potential victims. MAPPA plans should be victim focussed and should seek to manage offenders in a proactive, defensible manner. It is vital that each agency provides appropriate resources to ensure that plans are followed through and that parallel safeguarding processes such as Safeguarding Children, Safeguarding Vulnerable Adults and the Multi Agency Risk Assessment Conference process for Domestic Abuse victims are closely linked to risk planning for MAPPA offenders.

Never before has Public Protection been so high on the Government's agenda, but equally never before has MAPPA been subject to so much media scrutiny. The publication of the Child Sex Offender Review has brought with it the pilot for greater disclosure of information about Registered Sex Offenders. Media exposure and the publication of numerous serious case reviews have ensured that MAPPA has stayed in the public consciousness; it is therefore even more important that Hampshire MAPPA remains strong and develops even greater strength in the coming years.

2. Scope of the Protocol

MAPPA are the statutory arrangements for managing sexual and violent offenders. MAPPA is not a statutory body in itself but is a framework or mechanism through which agencies can better discharge their statutory responsibilities and protect the public in a co-ordinated manner. Agencies at all times retain their full statutory responsibilities and obligations. The Responsible Authority (RA) consists of the Police, Prison and Probation Services. They are charged with the duty and responsibility to ensure that MAPPA is established in Hampshire and the Isle of Wight and for the assessment and management of risk of all identified MAPPA offenders.

Other agencies under section 325(3) of the Criminal Justice Act (2003) have a 'Duty To Co-operate' with the Responsible Authority. They are:

- Local Authority Social Care Services (Adult and Children's services)
- Primary Care Trusts, other NHS Trusts and Strategic Health Authorities
- Jobcentre Plus
- Youth Offending Teams
- Registered Social Landlords which accommodate MAPPA offenders
- Local Housing Authorities
- Local Education Authorities
- Electronic Monitoring Providers

This protocol represents the joint policy of the Responsible Authority agencies as well as the Duty to Co-operate agencies, all of whom are signatories to this protocol. The spirit of working together, coupled with the statutory responsibility to have a shared approach to risk management, means that effective information sharing mechanisms are in place. The acceptance of the shared responsibility held by all agencies and effective information sharing, in accordance with legislation, will lead to better public protection. The MAPPA Guidance 2007 provides more explanation about the role of the DTC agencies. Service Level Agreements will be reviewed in the light of the newly published guidance.

3. Decision Making

MAPPA constituent agencies need to be mindful of both their statutory obligations and wider responsibilities to public protection. They need to ensure that these are not compromised by the MAPP arrangements.

Agreement between agencies is an aspiration rather than a requirement, therefore differences of opinion in respect of either the risk assessment or risk management plan must be fully documented in the minutes. No agency should feel pressured to agree to a course of action which they consider is in conflict with their statutory obligations and wider responsibility to public protection.

4. Diversity

The work of MAPPA is committed to equal access to services for all groups, particularly in relation to race, gender, age, religious belief, sexuality, sexual orientation and disability. This means all actions undertaken or recommended by MAPPA, and all policies and procedures, will be based on assessments of risks and needs. They will not draw on stereotypical assumptions about groups that will be discriminatory in outcome. In undertaking its work, MAPPA will be sensitive and responsive to people's differences and needs. It will integrate this understanding into the delivery of its function to ensure that nobody is disadvantaged as a result of their belonging to a specific social group.

5. Identification of MAPPA Offenders

The Responsible Authority must have robust arrangements in place to identify all relevant MAPPA offenders. The majority of MAPPA notifications will result from a sentence of imprisonment for a sexual or violent offence, however, some offenders will be subject to community orders, cautions or reprimands. All MAPPA cases should be entered on to ViSOR (Violent and Sexual Offender Register; see section 18 for an explanation of ViSOR), with the exception of Category 2, level 1 cases. It is the responsibility of the Police to enter Category 1 cases and Probation to enter Category 2, level 2 and 3 cases six months prior to release from Prison. For Category 3 cases, Probation will enter the details where they have been actively involved in the case; all other Category 3 cases will be entered by the Police.

Each Responsible Authority must ensure that it has a comprehensive and up to date record of all qualifying MAPPA offenders living in the community and those qualifying offenders about to be released into their area. 'About to be released' in this context means within six months of the release date from Prison, planned leave and formal discharge from hospital or first and subsequent parole hearings.

Notification to the MAPPA Co-ordinator is the responsibility of the Police and Probation services, through ViSOR. Youth Offending Teams (YOT) must notify the MAPPA Co-ordinator of all relevant cases to ensure they can then be entered on to ViSOR. Mental Health Services must inform the MAPPA Co-ordinator, in the area where the offender was resident at the point of their court appearance (those who were of no fixed abode in the area in which they appeared at court), of all offenders subject to a hospital or guardianship order.

6. MAPPA Categories

Category 1 Offenders: Registered Sexual Offenders (RSOs)

This Category includes offenders required to comply with the notification requirements (often referred to as registration requirements) set out in Part 2, Sexual Offences Act (2003). These offenders are often referred to as being on the 'Sexual Offender Register'. A person convicted of, cautioned for, or in respect of whom a finding is made in relation to an offence listed in Schedule 3 to the Sexual Offenders Act (2003) will become subject to the notification requirements of Part 2 of that Act.

The identification of Category 1 offenders is primarily the responsibility of the Police. The Police will create and maintain the ViSOR record for Category 1 offenders. Where such offenders are on statutory supervision to the Probation Service or Youth Offending Teams (YOTs), these agencies will hold comprehensive information, which should be included on ViSOR. They must liaise and work co-operatively with the Police.

Health Care Trusts, which run special hospitals and Local Secure Units, need to ensure the timely registration of offenders being released from those establishments. They must ensure that they identify any patients who qualify as a Category 1 offender and must notify the Police of patients being discharged from their establishments within six months of discharge. The Police will ensure that the MAPPA Co-ordinator is aware of these cases, that they are

registered on to ViSOR within three days of conviction/sentence and that the record on ViSOR is maintained to the ViSOR National Standards. Whilst the offender is in custody the Police will ensure that the Prison Service is created as a partner to the ViSOR record.

Sexual Offender Notification

Section 82 Sexual Offences Act (2003) provides the period of time an offender is required to comply with the notification requirements.

Sentence	Adult	Juvenile (under 18)
Is sentenced to 30 months or more imprisonment (inc. life)	An indefinite period	An indefinite period
Is admitted to a hospital subject to a restriction order	An indefinite period	An indefinite period
Is sentenced to imprisonment for a term of more than 6 months but less than 30 months	10 years	5 years
Is sentenced to imprisonment for 6 months or less	7 years	3 years 6 months
Is admitted to hospital, without a restriction order	7 years	3 years and 6 months
Is cautioned	2 years	1 year
Is given a conditional discharge	The duration of the conditional discharge	The duration of the conditional discharge
Received any other disposal (e.g. a fine or community punishment)	5 years	2 years 6 months

During the period when offenders must comply with the notification requirements, they must notify their home address to the Police within three days of the date of conviction, caution or finding, unless they are detained or outside the United Kingdom, in which case the three days runs from the end of that period of detention or return to the United Kingdom.

'Home Address' is defined in section 83(7) as meaning the address of his/her sole or main residence in the United Kingdom or, if there is no such residence, the address or location of a place in the United Kingdom where he can regularly be found and, if there is more than one such place, one of those places as the person may select. Changes to their home address must be also be notified within three days. This includes where an offender is away from their home address for a period of seven days either in one period or collectively over a twelve-month period. The offender is required to verify their address to Police every twelve months.

Category 2 Offenders: Violent and Other Sexual Offenders

This Category is often summarised as violent offenders and other sexual offenders who receive a sentence of imprisonment of 12 months or more but the legislation is considerably more complex. It includes those detained under hospital or guardianship orders and those who have committed specific offences against children.

The legislation in respect of violent offenders and other sexual offenders is not retrospective and, therefore, only includes those offenders sentenced since April 2001 or who were serving a sentence for a like offence on that date.

Whilst these offenders do not attract any requirement to register with the Police, all offenders will be under the statutory supervision of the Probation Service or the YOT, with the exception of a small number of offenders sentenced prior to the Criminal Justice Act (1991) or those who have been recalled until their Licence Expiry Date.

Currently only those Category 2 offenders being managed at level 2 or 3 will be entered on to ViSOR six months prior to release from custody. It is anticipated that, in time, all Category 2 cases will be entered on to ViSOR following sentence.

The Probation Area will be responsible for:

- Ensuring that the ViSOR record is maintained according to ViSOR National Standards;
- Ensuring that the Prison Service is created as a partner to the ViSOR record whilst the offender is in custody;
- Ensuring that all MAPPA cases are identified at the point of sentence;
- Activating the MAPPA flag on case management systems within three working days of the sentence. This flag will include details of the offender's MAPPA level when this is decided six months prior to release;
- Providing their MAPPA Co-ordinator with a monthly figure of all Category 2, level 1 offenders resident in the community until all such cases are entered on to ViSOR.

Health Care Trusts which run special hospitals and local secure units must:

- Ensure the timely registration of offenders in those establishments;
- Ensure that they identify any patients who qualify as a Category 2 offender;
- Notify the relevant Probation Area of patients being returned to the community from their establishments six months prior to their return;

Category 3 Offenders: Other Dangerous Offenders - Sections 325(2) (b) Criminal Justice Act (2003)

This Category is comprised of offenders, not in either Category 1 or 2, but who are considered by the Responsible Authority (RA) to pose a risk of serious harm to the public, which require active inter-agency management. Unlike Categories 1 and 2, identification is not determined by the sentence or other disposal of the court.

To register a Category 3 offender, the Responsible Authority must:

1. Establish that the person has committed an offence which indicates that he/she is capable of causing serious harm to the public. This is not limited to those convicted by the courts, rather it includes adults who have been formally cautioned and juveniles who have been reprimanded or warned. This is because all of those processes require an admission of guilt in relation to an offence.
2. Reasonably consider that the offender may cause serious harm to the public and that a multi-agency approach at level 2 or 3 is necessary to manage the risks.

The offence may have been committed in any geographical location, which means offenders convicted of a similar offence abroad fall within the MAPPA remit.

Establishing that a previous offence demonstrates a capability to cause serious harm can be complex. In some cases it will relate to the circumstances surrounding the offence, rather than the seriousness of the offence. For example, shoplifting of a camera may suggest a risk of serious harm if there are concerns about the offender taking indecent photographs of children.

The responsibility for identifying Category 3 offenders lies with the agency that initially deals with them. It is for the RA to determine if they meet the criteria set out above.

A small proportion of offenders entering MAPPA under either Category 1 or 2 will continue to be a high risk of serious harm to the public at the point they would normally leave MAPPA, i.e. at the end of registration/end of statutory supervision (whichever is the longer). It is not possible to extend their inclusion within MAPPA under Category 1 or 2 but it is possible for the RA to consider their inclusion under Category 3.

7. Suspended Sentences

It was the Government's intention in the Criminal Justice Act (2003) to remove from courts the power to impose a suspended sentence for 12 months or more. However, due to the phrasing of the legislation, it is still possible for a suspended sentence of exactly 12 months to be imposed. Where this occurs and it is for a qualifying offence under Category 1 or 2, such offenders must be included under MAPPA.

8. Young Offenders

YOTs

Local authorities across England and Wales have a statutory duty to establish Youth Offending Teams (YOTs), which are themselves multi-agency partnerships in which Police and Probation play an important role. YOTs differ from most other Duty to Co-operate (DTC) agencies in that they have direct supervisory responsibility for offenders, i.e. YOTs are responsible for the supervision of all young people on community orders, during the community element of the Detention and Training Order and during the licence period of Section 90/91 and Section 226/228 sentences.

The Youth Justice Board (YJB) recognises that an important part of the DTC upon YOTs requires them to agree the process by which young people for whom the YOT has supervisory responsibility, and who meet the relevant eligibility criteria, are referred to MAPPA. YOTs will undertake a comprehensive risk assessment on all cases referred to MAPPA.

The YJB strongly recommends that YOTs ensure adequate representation on the SMB in all areas.

YOTs are responsible for the supervision of all young offenders (those aged under 18 years) on community sentences and following release from a custodial sentence. The number of young offenders meeting the MAPPA eligibility criteria will be relatively small. Identifying the level of risk presented by a young person can be particularly difficult given that they may have a limited criminal history, and that patterns of behaviour can often change rapidly during adolescence. However, all agencies involved in MAPPA need to be aware that there are a small number of young people who present a serious risk to others and for whom a multi-agency intervention may therefore be required.

The role of the YOT will be critical in ensuring that the MAPPA takes full account of the different needs of young people and of the Children Act (1989 and 2004) in devising suitable risk management plans.

As with adults, the Police have the primary responsibility for identifying Category 1 cases but the YOT are responsible for working co-operatively with the Police. The YOTs are responsible for identifying young people who meet the criteria for Categories 2 or 3. YOTs use the ASSET framework to make assessments of risk and there should be a comprehensive ASSET assessment (Core Profile and Risk of Serious Harm Form) completed on all young people referred to MAPPA.

YOTs must notify the MAPPA Co-ordinator of all cases who fit the MAPPA criteria and who need inclusion on to ViSOR.

In the case of 'looked after' children, there should be close cooperation between YOT and Children's Services. The YOT have a responsibility for supervising the criminal orders and Children's Services manage social care aspects; it is, however, important that the two dovetail and compliment each other.

9. Domestic Extremism and MAPPA

The term 'Domestic Extremism' applies to unlawful action that is part of a protest or campaign. It is often associated with 'single issue' protests, such as Animal Rights, Far Right and Far Left political extremism, anti-war, anti-globalisation and anti-GM (genetically modified) crops.

The majority of people involved in single issue protests campaign lawfully. However, there is a small group of individuals who seek to further their cause by committing criminal offences. Domestic Extremism has become a concern because it targets victims and their homes as well as business premises. Extremism moves beyond the bounds of legitimate protest to intimidate individuals engaged in lawful activity and to impose economic costs on legal businesses with highly personal attacks, aimed at repeat victimisation.

The cumulative harm posed by offenders who engage in Domestic Extremism identifies the need for close management through MAPPA. Such offending is insidious, with these highly personal attacks aimed at repeat victimisation, which is devastating people's lives. Enhanced Probation involvement in the management of these high profile individuals is essential to manage the potential risks. Such cases will undoubtedly require multi-agency management and should be referred to MAPPA. The harm that is being caused to the victims can often be psychological as well as physical.

Identification

The process for identifying Domestic Extremists by the National Co-ordinator is based on the model that has been developed by the Police and identifies five main themes:

- Animal Rights extremism;
- Environmentalism extremism;
- Far Right Political extremism;
- Far Left Political extremism; and
- Emerging Trends linked to threats to Community Cohesion.

Offenders who engage in criminal acts which are linked to Domestic Extremism are often part of very sophisticated organisations. There are low numbers of such offenders in the criminal justice system but the threats posed are of a significant and serious nature. The Serious Organised Crime and Police Act (2005) has been amended to reflect this and the Association of Chief Police Officers (ACPO) Terrorism and Allied Matter portfolio identifies Domestic Extremism as the prime focus of 'Allied Matters'. Due to this, Government attention will be given to the identification and management of individual cases.

For the Probation Service, consultation must take place with the Police in those cases where Domestic Extremism themes have been identified. Domestic Extremism does not include faith-based groups. Further guidance relating to these groups will shortly be included in this Protocol.

Inclusion in MAPPA

Involvement in MAPPA needs to be considered seriously in each case where association with Domestic Extremism themes have been identified. It is rare, for example, that Animal Rights extremists' acts are one-off incidents. More usually they form part of organised and concentrated campaigns against identified targets. Whilst Domestic Extremists may be imprisoned for relatively low level offences, it is important that the wider picture and background to the situation is taken into account. This should include the impact on the victim, particularly the psychological effect, and the offender's attitude towards their offending behaviour. These cases will also often attract national media attention. The knowledge/skills required to assess and manage this type of case differ from the MAPPA mainstream and the management streams are likely to have a strong emphasis upon restrictive conditions. Information sharing and security issues will be significant issues. It is likely that the MAPP meeting will require a different composition of attendees than usual. Offender Managers should seek specialist advice from the Probation lead seconded to the National Co-ordinator Domestic Extremism (Direct Telephone Line 020 7084 8593).

Given that many offences are likely to be Public Order Act cases, criminal damage, threats and intimidation and fraud type offences, referral to MAPPA should be under Category 3 (other dangerous offenders). The risks of harm to be managed will often be the risks of psychological damage to the victim. This can be as serious and debilitating as physical harm because it can affect a person's ability to sustain a 'normal' life. The MAPPA Co-ordinator should consult with the national Probation lead about who should be invited to the meeting to ensure that all the potential risk of harm issues are identified and that an effective risk management plan is constructed.

10. Potentially Dangerous Persons

Association of Chief Police Officers (ACPO) 2007 - Guidance on Protecting the Public: Managing Sexual and Violent Offenders defines a Potentially Dangerous Person (PDP) as follows: 'A Potentially Dangerous Person is a person who has not been convicted of, or cautioned for, any offence placing them in one of the three MAPPA Categories, but whose behaviour gives reasonable grounds for believing that there is a present likelihood of them committing an offence or offences that will cause serious harm.'

It is unlawful for MAPPA to manage PDPs who do not meet the criteria for inclusion in one of the three qualifying Categories. Typically, many of these individuals are identified by Mental Health Services or come to the attention of the authorities through arrangements designed to protect vulnerable groups, such as children, vulnerable adults and domestic violence victims. Many Responsible Authorities have taken steps to agree local protocols for providing risk assessment and management of these individuals outside of MAPPA.

ViSOR has the capacity to include information on PDPs and the Police take the lead to manage these persons.

11. The MAPPA Framework

This section describes the core functions of MAPPA and it clarifies arrangements for assessing and managing risk. It:

- Describes what is meant by MAPPA Co-ordination
- Sets out how victims must be involved and considered within MAPPA
- Describes the offender's role in MAPPA

The effectiveness of MAPPA depends largely on close working relationships between the Responsible Authority, that is, the Police, Prison and Probation Services and their relationship with their local Duty to Co-operate Agencies. It is also vitally important that the Responsible Authority has made links with other local multi-agency forums including the Criminal Justice Board, Children's Services and Safeguarding Children Board.

RAs must ensure that the core functions of MAPPA are established across the agencies and procedures are in place to:

- Identify all MAPPA offenders
- Share information safely and securely
- Risk assess offenders
- Risk manage offenders with the most suitable risk management plans

12. MAPPA Co-ordination

The systematic co-ordination of MAPPA activity is critical in ensuring that the functions of the MAPPA framework are coherent and that they contribute meaningfully to public protection.

MAPPA Co-ordination describes a set of functions supported by policies and procedures that are designed to allow all the agencies who have a statutory responsibility under the Criminal Justice Act (2003) (sections 325-327) to do the following:

Identify and have a record of all cases in their area who are:

1. Category 1 offenders
 2. Category 2 offenders
 3. Category 3 offenders
- To provide a single point of contact and advice on all aspects of MAPPA
 - To share information relevant to the management of serious harm with other agencies within MAPPA. Information sharing is on the basis that the information will be kept and shared safely and securely and used by the appropriate personnel within those agencies for public protection purposes only
 - To receive details of all offenders who pose a significant risk of serious harm to others and for whom a multi-agency risk management plan is necessary to manage that risk
 - To refer cases to the relevant meeting which they consider require management through multi-agency arrangements at either level 2 or level 3
 - To help determine which agencies should be core partner in terms of delivering of risk assessment and risk management plans that address the risk of serious harm
 - To receive risk management plans and minutes from all relevant level 2 and level 3 MAPP meetings showing clearly the status of each offender, the agencies delivering components of the plan and the timescale and the point at which the offender exits the multi-agency risk management process
 - To provide robust quality assurance and audit
 - To provide appropriate management information to the Strategic Management Board (SMB)

MAPPA Co-ordination is a dedicated function carried out on behalf of the Responsible Authority, and is accountable to the SMB. MAPPA Co-ordination aims to ensure that multi-agency risk management is focussed on the right people in a timely and efficient manner. It helps ensure delivery of robust defensible plans, which address known indicators of serious harm to others. Hampshire and the Isle of Wight are covered by a MAPPA Co-ordinator and Deputy who are jointly managed by the Police Force lead for Public Protection and Probation Service lead for MAPPA.

13. Victim Focus

All staff should be familiar with the Criminal Justice System (2005) The Code of Practice for Victims of Crime. The statutory Code, building on the Victims' Charter which the Code supersedes, outlines the minimum standards victims can expect to receive from a number of criminal justice agencies, including Youth Offending Teams.

The primary focus of MAPPA is how to manage the risk and behaviour of the offender, but specific and general victim issues are also central to the effective operation of MAPPA. Victim safety, preventing re-victimisation and avoiding the creation of new victims is fundamental to MAPPA's fulfilment of its public protection role. It is vital that MAPPA ensures its decision making is informed by an effective engagement with current victims and, where practicable and appropriate, with potential victims. Only by doing this can the Responsible Authority be satisfied that risk assessment and risk management plans properly reflect victim concerns and provide appropriate measures to protect them.

Before positive engagement can take place, the identity and interests of the victim(s) must be established. Victim Care Staff will sometimes have engaged with victims at the pre-conviction stage. The Probation Service Victim Liaison Officers (VLO) are legally required to contact all victims of serious sexual and violent crime where the offender is serving 12 months' imprisonment or more and offer a service to them to provide information. Where this is accepted, the VLO will maintain contact throughout the offender's sentence whilst in custody and during licence. In Domestic Abuse cases which have been subject to Multi-Agency Risk Assessment Conference (MARAC) the Independent Domestic Violence Adviser (IDVA) will have made contact with the victim(s).

Vulnerable Adults may have an Independent Mental Capacity Act Advocate (IMCA) if they lack capacity to make some decisions. It is important for MAPPA to establish:

- Who is in contact with the victim(s)
- Who can best act as a representative for the victim(s)
- Who will act as a conduit for information between the victim(s) and MAPPA

The victim focus of MAPPA includes direct victim(s) of the offence and those who, whilst not directly involved with the offence itself, have been seriously affected by it the family of a murder victim, for example. MAPPA processes must also include new or potential victims, such as an offender's new partner. Risk assessment becomes an academic exercise unless those who are at risk are correctly identified. In some cases, new or potential victims may not be any named individual(s) but people who are vulnerable by virtue of their location, age, gender, race, religion, sexual orientation, disability or other distinguishing characteristic.

The identification and involvement of actual or potential victims may be particularly important in identifying those offenders who fall into Category 3 of MAPPA offenders. The management of risks posed by an offender to some particularly vulnerable people, for example children or vulnerable adults, will require effective links between the Responsible Authority and other agencies including Safeguarding Children Boards and Local Authority Children's and Adult Services. Liaison with victims, particularly those who are vulnerable, will be a sensitive matter requiring careful handling. Working with vulnerable victims should be complemented by the work of other agencies including the voluntary sector such as Victim Support and Women's Support workers who either are already or could be involved with the victim.

In cases where the Strategic Management Board undertakes or commissions management reviews, for example, in cases where serious further offences have been committed, communication with victims and their families must be considered as part of the overall communications and media strategy.

Where the victim wants to have contact regarding the risk management plan, the challenge for MAPPA is how it will involve the victim as actively as possible. Their involvement should not be limited to the passive receipt of information. It is, however, important not to raise unrealistic expectations in the victim. Victims can make an important contribution to risk assessment and they may have a critical interest in the management of risk but, while active and important, it is not an executive role. The victim is central to the offence and may understand the risk the offender presents but they inform, rather than decide, the management plan, because ultimately they are not responsible for delivering it.

14. The Offender's Role

It is important to recognise the critical contribution that offenders make to change their behaviour. Measures which impose external controls and prohibitions such as: exclusion conditions in licences; Sexual Offences Act (2003) order provisions and residence at Approved Premises can provide the offender with a clear and partly self-policed set of behaviour boundaries. These boundaries can increase therapeutic benefits and enhance MAPPA practice, for example, Police and Probation undertaking joint visits to Registered Sexual Offenders and working closely to establish suitable licence conditions for offenders prior to release.

As a general principle, it is important to be clear that the human rights of offenders should never take priority over public protection. In particular, it is considered that the presence of an offender at a MAPPA meeting could significantly hinder the core business of sharing and analysing information objectively and making decisions accordingly. Offenders should therefore be excluded from MAPPA meetings. The offender should, however, be allowed the opportunity to present written information to the MAPPA meeting through their Offender/ Case Manager or for this person to provide information on their behalf. Offenders (and, sometimes in the case of young people, their parents) should not be allowed to distract agencies from the process of assessing and managing the risks they present. It is good practice for offenders to know that they are being managed through MAPPA, what MAPPA is and what this means for them. The MAPPA offenders' leaflet should be utilised for this purpose.

This responsibility should be discharged by the person primarily involved with the offender, which might be:

- The Offender Manager where the offender is subject to supervision on licence or a community order
- The MAPPA Officer - the designated Police Officer
- The designated Case Manager/lead agency in Category 3 cases.

There are some cases where information about MAPPA should be withheld from the offender on the grounds that it may increase their risk. This decision must be agreed at a MAPP meeting and the reasons clearly recorded in the minutes and the case record.

Engaging the offender in the reality of risk management can be very productive, although it will not be appropriate for every offender. Offenders should not only be seen as part of the problem, as they can be a very important part of the solution in protecting the public. Responsible Authorities should ensure that there is a clearly stated mechanism for informing offenders, both before and after MAPPA meetings, and that the information to be shared is fully recorded in minutes and case records.

15. Hampshire and Thames Valley Circles of Support and Accountability

Hampshire Area Strategic Management Board have a service level agreement with Hampshire and Thames Valley (HTV) Circles which recommends the work of Circles as an offender management option for those assessed as suitable to work with Circles.

HTV Circles is currently a project which is leading the way in the development of Circles in the UK. It is currently undergoing conversion to charitable status and will form part of Circles UK. Circles was named in the recent Government Child Sex Offender review document as an effective strategy to reduce re-offending by high risk sexual offenders.

The work of Circles is to provide support within the community for sexual offenders known as Core Members to prevent them from re-offending. The Core member must agree to be part of the circle and be assessed by Circles as suitable i.e. accepts responsibility for their offending behaviour. The Circle consists of trained volunteers and a professional Circles Co-ordinator who will have frequent meetings and be in telephone contact with the core member. This provides more appropriate networks for offenders as well as practical support to help reduce re-offending such as assisting with housing applications, access to education or training or opening bank accounts. The Circle will help the core member address their offending and will also be uniquely placed to spot signs of them returning to their offending behaviours, such as misuse of drugs or alcohol. It is the Circles Co-ordinator's function to communicate any risk information to the MAPPA Responsible Authority and also provide monthly reports on all core members who are MAPPA subjects. Circles also have access to counselling and mentoring services which may be used as part of the MAPPA plan.

If a MAPPA offender is in a Circle it is essential that the Circles Co-ordinator is part of the MAPPA process and attends meetings to provide and hear information to better inform the risk management plan. Agencies involved in the management of the Offender (Core Member) will need to appoint points of contact for the Circles Co-ordinator so that there is a smooth and easy transfer of information which will enhance information sharing and improve the risk management plan. The Circles Co-ordinator will share information with agencies and will at the very least provide monthly updates as to the activities of the Offender (Core Member).

16. Hospital and Guardianship Orders

Offenders who commit serious sexual and/or violent offences and who receive a hospital or guardianship order are subject to MAPP. The hospitals where they are detained, therefore, have a responsibility to notify the owning MAPP area when the offender is admitted to hospital (to ensure inclusion on ViSOR) and to notify the area to which the offender/patient is likely to return as soon as the prospect of the patient's discharge is being considered. Notification must include an assessment of potential risks of serious harm, any identified victims and how these risks are to be managed. It may be that a referral is made for a level 2 or 3 MAPP meeting.

Links to other Multi-Agency Processes

It is vital that MAPP has good links with other 'Safeguarding' forums such as

- Local Safeguarding Children Boards
- Local Adult Protection Committees
- Domestic Violence Forums - MARAC

These links are vital to ensure that identified risks are being effectively managed and that there is no duplication of effort. Experience has shown that where links have not been made with safeguarding or offender management processes there are increased risks to victims, and offenders are able to exploit opportunities to re-offend. Serious case reviews in Hampshire have demonstrated that a silo mentality can do nothing but undermine the effectiveness of MAPP and other safeguarding processes. By linking processes and effectively sharing information risk assessments are more accurate and risk management plans are more robust.

Agencies, in particular the Responsible Authority, need to be aware of what provision is available in their areas. They need to ensure that links are made and appropriate representation is available for strategic and tactical meetings. It may be appropriate, likewise, to establish links with service providers and the voluntary sector and engage them where necessary with the MAPP process.

17. Violent and Sex Offender Register - ViSOR

ViSOR is a database designed to hold details of all MAPPA offenders. All cases within ViSOR are known as 'nominals'. It is the responsibility of the Responsible Authority to ensure that ViSOR contains all relevant information relating to MAPPA offenders and is maintained in accordance with ViSOR National Standards. It is available to all Police Forces in Great Britain including the Military Police and, from April 2008, will be available to all Probation Areas and Prison establishments in England and Wales.

Hampshire Police manage all Category 1 offenders on ViSOR. The Police also manage offenders who have received a Hospital or Guardianship Order and Category 3 offenders who are not under probation supervision. All MAPPA offenders with police involvement are recorded on the force Record Management System (RMS) database.

Hampshire Probation Service are responsible for managing Category 2 and 3 offenders on ViSOR that fall under probation supervision. There is a dedicated ViSOR unit which is managed by the Visor Unit Manager. From March 2008, the Visor unit for Hampshire Probation Service will be co-located with Hampshire Constabulary's ViSOR unit.

18. Inclusion Period

The period an offender remains subject to MAPPA varies significantly. Some will be subject to MAPPA for life and some for less than six months. The period will be dependant upon the offence committed and the sentence imposed. Discharge of offenders from MAPPA can only take place in the following circumstances:

- Category 1 offenders - Registered Sexual Offenders (RSOs) - ViSOR nominals will be archived when their period of registration expires. In the most serious cases, registration is for life and the case will be archived when the offender dies
- Category 2 offenders - violent and other sexual offenders - will be archived on licence expiry or discharge from hospital order restrictions
- Category 3 offenders - other dangerous offenders - will be archived when a level 2 or 3 MAPPA meeting decides that the risk of harm has reduced sufficiently.

All nominals will remain on ViSOR until the person's 100th birthday. At this point the case will be reviewed with the expectation that the nominal record will be removed.

19. Failure to meet the MAPPA Eligibility Criteria

All cases which are referred to the MAPPA Co-ordinator, but do not meet the eligibility criteria as a Category 1,2 or 3 offender, will be noted and the managing agency informed of the reason why they are not eligible for MAPPA. This is particularly important to Category 3 cases whose inclusion is a matter of professional judgement. It may also be prudent for areas to consider whether the offender should be managed as a Potentially Dangerous Person.

20. Information Sharing

Introduction

The quality of risk assessments and risk management plans are influenced by the effectiveness of information sharing arrangements. Unless all relevant information is available, in good time, to those making the assessments and drawing up the risk management plans, public protection may be compromised. The Responsible Authority (RA) must have robust arrangements in place for practicable information sharing across the MAPPA agencies.

The appropriate exchange of information is essential to effective public protection. This Protocol, therefore, clarifies the principles upon which MAPPA agencies may exchange information amongst themselves and where the RA may disclose such information to other persons or organisations outside the MAPPA.

The Protocol applies only to information that relates to individuals, i.e. personal information, as it is this type of information to which the law confers heightened protection. The principles contained in this Protocol on information sharing and disclosure take into account the common law duty of confidence, the Data Protection Act (1998) and the European Convention on Human Rights (as incorporated into domestic law by the Human Rights Act (1998)). The principles re-iterated in this Protocol not only ensure compliance with the law but are also aimed at promoting trust between agencies. That trust must be developed and sustained by professional integrity. Procedures must be established which ensure that the process of sharing information is safe and secure.

Information sharing must:

- Have lawful authority
- Be necessary
- Be proportionate
- Ensure the safety and security of the information shared
- Be accountable.

The meaning of each of these principles is explained below.

Lawful authority requirement.

Each MAPPA agency sharing information must have either a prima facie statutory or common law power to do so; this is often termed a 'legal gateway'. The Police, Probation and Prison Services, in respect of their wider criminal justice responsibilities, as well as their specific, joint duties under the MAPPA, have clearly recognised statutory duties which will necessarily involve sharing information. The Criminal Justice Act (2003), Section 325 (4), recognises that co-operation between the Responsible Authority and Duty to Co-operate agencies may include the exchange of information.

Therefore, all MAPPA agencies have the prima facie legal gateway or power to exchange information with the Responsible Authority. In addition, Section 115 of the Crime and Disorder Act (1998) confers on any person a power to pass information to certain relevant authorities (including Police, Probation, Health and Local Authorities) if necessary, to help implement the provisions of that Act, which includes local strategies to reduce crime and disorder. The Data Protection Act allows information to be shared between agencies for policing purposes.

Necessity

Information should only be exchanged where it is necessary for the purpose of properly assessing and managing the risks posed by MAPPA offenders.

The specific purposes of sharing information within MAPPA are:

- To identify those offenders who present a serious risk of harm to the public
- To ensure that the assessment of the risks they present are accurate
- To enable the most appropriate plans to be drawn up and implemented to manage the assessed risks and thereby protect victims and the public

Proportionality in information sharing

In order to satisfy this criterion, it must be shown that the assessment and management of the risk(s) presented by the offender could not be achieved other than by sharing the information in question, or that the effectiveness of MAPPA would be reduced by not sharing information.

The information is kept and shared safely and securely

All information about offenders must be kept and shared safely and securely and it should only be available to, and shared with, those who have a legitimate interest in knowing it; that is, agencies and individuals involved in the MAPPA processes. Safeguards must be in place which ensure that those who do not have a legitimate interest in the information cannot access it accidentally or deliberately.

Accountable information sharing

The Responsible Authority must ensure that the administrative procedures underpinning the efficient operation of MAPP meetings and case conferences have the confidence of participants. Accurate, clear and timely record keeping is necessary to demonstrate that accountable information sharing occurs. Also, that safe and secure information storage and retrieval procedures are evident.

Information Sharing and the Duty to Co-operate Agencies

Confident, appropriate and effective sharing information is a very important part of the Duty to Co-operate. The success of an area's information sharing arrangements will be reflected both in the quality and quantity of co-operation across the MAPPA agencies.

This part of the Protocol relates only to the sharing of personal information. It takes into account policies on confidentiality and information sharing issued by or governing all of the individual Duty to Co-operate agencies and the Department of Health's NHS Code of Practice on Confidentiality (issued in November 2003).

It is not just the provision of information, it is the use to which the information shared can be put, and the interpretation of its significance, that is of greatest value in developing more accurate risk assessments and risk management plans.

The Data Protection Act requires that personal information is:

- Obtained and processed fairly and lawfully
- Only disclosed (shared) in appropriate circumstances
- Accurate, relevant and not held longer than necessary
- Kept and shared safely and securely

The lawful authority of criminal justice agencies in the context of information sharing in the MAPPA is readily understood. For Duty to Co-operate agencies, section 325 (3) and (4) of the Criminal Justice Act (2003) makes clear their remit within MAPPA:

- Section 325(3) - In establishing those arrangements, the Responsible Authority must act in co-operation with the persons specified in subsection (6); and it is the duty of those persons to co-operate in the establishment by the Responsible Authority of those arrangements, to the extent that such co-operation is compatible with the exercise by those persons of their functions under any other enactment;
- Section 325(4) - Co-operation under subsection (3) may include the exchange of information.

To identify the purpose of sharing information and to ensure the agencies' obligations to retain and use the information lawfully, the persons with whom the information is shared must know:

- Why they have been given it, i.e. the purpose for which the information has been given must be connected either to that person's authority and role as a representative of the Duty to Co-operate agency or because they are someone to whom disclosure is justified because of the exceptional risk posed to them by the offender;
- That it must remain confidential, be kept and shared safely and securely and retained for as long as necessary; and
- What they are expected to do with that information.

Disclosure to interested third parties

MAPPA requires that the risk assessment of all MAPPA offenders identifies those persons who may be at risk of serious harm from the offender. The Risk Management Plan (RMP) must identify how those risks will be managed. As part of this process, consideration must be given in each case as to whether disclosure of information about an offender to others should take place to protect victims, potential victims, staff and other persons in the community. This applies to all categories and levels of MAPPA cases. This will become a legal requirement following a recommendation contained in the Child Sex Offender Review published in June 2007.

The purpose of disclosure of information is to facilitate the RMP, to facilitate public protection and to reduce the risk of serious harm. It is preferable that the offender is aware that disclosure is taking place and, on occasion, they may make the disclosure themselves in the presence of a Police Officer and/or their Offender Manager or the content of the disclosure would be confirmed/verified by the Offender Manager/supervising Police Officer subsequently. However, there will be cases where informing the offender that disclosure is taking place could increase the potential risks to the victim(s) and, in those cases, the offender will not be informed. This decision must be clearly recorded in the level 2 and 3 MAPPA meeting minutes and on case management records. For all level 1 cases, the decision must be clearly recorded on the case management record.

Where cases are managed at MAPPA level 2 or 3, there may be a collective decision of the MAPPA meeting to disclose information to the wider public or interested third parties e.g. the partner of an offender. Hampshire Area has an agreed protocol that the Police will lead on such disclosures having sought appropriate authority from the Operational Command Unit (OCU) Superintendent. The reason for this is that this type of public disclosure has led in the past to adverse consequences. Should there be a risk of adverse consequences the Police will have a responsibility to mitigate the risk or potentially manage the fall out.

Although the Police may lead or be a part of the disclosure process it is good practice to also involve any agency already working with the victim. It is good practice to also put the information in writing with a request that the information is not irresponsibly used pointing out that the misuse of the information may cause adverse consequences which could undermine effective risk management and will put other potential victims at more risk. For those cases managed at level 1, ordinary agency management, it will be the responsibility of the lead agency to decide whether disclosure should take place and to ensure it is appropriately managed. Concerns about the offender, which lead to the need to disclose information, may be an indicator that the case should be referred to a level 2 MAPP meeting. In all Category 1 and 2, level 1 cases, the initial RMP must address disclosure with the decision being reviewed no less than every four months. This review will require a check of the case management system/ViSOR record to ascertain whether there has been any new information which affects the original risk assessment and RMP.

Disclosure of level 2 and 3 MAPPA Meeting Minutes

In working with offenders, victims and other members of the public, all agencies have agreed boundaries of confidentiality. The information contained in the MAPP meeting minutes respects those boundaries of confidentiality and is distributed under a shared understanding that the meeting is called in circumstances where it is felt that the risk presented by the offender is so great that issues of public or individual safety outweigh those rights of confidentiality.

These minutes are likely to include personal, confidential third party (including victim) and operationally sensitive information and are, therefore, not suitable for disclosure under one or more of these exemptions of the Freedom of Information Act (2000):

- Investigations and proceedings by Public Authorities (section 30(1)(B));
- Health and safety (section 38);
- Personal information (section 40); and
- Information provided in confidence (section 41).

There may also be restrictions on disclosing this information to others under the Data Protection Act (1988) and the Human Rights Act (1998) and related European case law. There are increased requests for copies of MAPP meeting minutes from courts, the Parole Board, from offenders and other third parties. A full copy of the MAPP meeting minutes should not be provided. Instead, a Minutes Executive Summary should be completed by the Chair. The MAPPA document set, which will be stored on ViSOR and be used by all areas from May 2008, will contain a Minutes Executive Summary template.

The Minutes Executive Summary will include:

- The offender's name and personal details
- The reason the case was referred to a MAPP level 2 or 3 meeting by the referring agency
- The MAPPA Category and index offence

A précis of the MAPP meeting which will include:

- 1) What level of management the offender will be managed at
- 2) How the meeting reached its decision at which level to manage the offender
- 3) What information this was based on
- 4) Where it does not jeopardise an individual's safety, identification of specific risks to others and what those risks are
- 5) Whether the case requires active multi-agency management
- 6) The single point of contact in the lead agency.

Each request for disclosure must be referred to the Chair of the most recent MAPPA meeting held on that offender. All requests from the courts, Parole Board and offenders for MAPP meeting minutes must be responded to. All requests and decisions relating to disclosure of the MAPP meeting minutes must be recorded on case management records and ViSOR. Where the court or Parole Board is asking for agency-specific information, for example, risk assessments, then the request should generally be sent to the agency that completed the risk assessment. Most, if not all, of the information provided to MAPP meetings is derived from information stored on the individual agency's database(s) and the provision of that information to third parties is the responsibility of that agency and not the Chair of the MAPP meeting.

21. Risk Assessment

The assessment of risk, and the identification of the factors that have contributed to offending, are the starting points for all work with offenders. For sexual and violent offenders, the approved assessment tools throughout England and Wales are Offender Assessment System (OASys), Risk Matrix 2000 (RM2000) and ASSET in respect of young offenders.

OASys is the agreed tool used by the Prison and Probation Services. It is a comprehensive assessment tool that applies to all offenders, incorporating a static likelihood of reconviction tool Offender Group Reconviction Score (OGRS) and an assessment of dynamic factors linked to the likelihood of reconviction and the risk of serious harm posed by offenders. OASys has some limitations and there are additional risk assessment tools which should be used in conjunction with it.

RM2000 is an assessment tool for adult male sexual offenders, which provides a high degree of accuracy with regard to re-conviction rates within a two year period. Spousal Assault Risk Assessment (SARA) is the assessment tool for domestic abuse offences.

There will be occasions where the level of risks identified in OASys and RM2000 differ. This is because OASys provides both a dynamic and actuarial risk assessment, whereas RM2000 is an actuarial assessment based only on static factors. There must be a professional discussion and agreement regarding the level of risk that will be recorded in ViSOR and at which MAPPA level the offender will be managed.

Offender Assessment System

OASys helps practitioners to make defensible decisions. It plays a pivotal role in assessment, case management, targeting of treatment programmes, referrals to partnerships, resource allocation and risk management for offenders aged 18 and over. OASys is designed to:

- Assess how likely an offender is to be re-convicted
- Identify and classify offending related needs, including basic personality characteristics and cognitive behavioural problems
- Assess risk of serious harm, risks to the individual and other risks

- Assist with the management of the risk of harm
- Link the assessment to the supervision or sentence plan
- Indicate the need for further specialist assessments
- Measure change during the period of supervision/sentence.

OASys is the tool which allows practitioners to assess an offender's likelihood of re-offending by systematically examining up to 13 offending-related factors which include: offending history; accommodation; education, training and employment; relationships; drug and alcohol misuse; emotional well-being, and thinking and behaviour. The offender's self-assessment, which is also part of OASys, is useful for two reasons. Firstly, it reflects the accuracy of the offender's self-perception and, secondly, the relationship between their ability to recognise that their own problems are linked to the likelihood of their re-offending. It is the OASys analysis of serious harm, however, which brings a significant benefit to MAPPA. By quantifying the risk of serious harm, identifying to whom it applies and in what circumstances, OASys will help to prioritise public protection concerns and establish the basis for risk management plans.

Risk of Serious Harm - Definitions

Serious harm can be defined as an event, which is life-threatening and/or traumatic, from which recovery, whether physical or psychological, can be expected to be difficult or impossible. Risk of serious harm is the likelihood of this event happening. It should be recognised that the risk of serious harm is a dynamic concept and should be kept under regular review.

The levels of 'Risk of Serious Harm' used by OASys are:

- Low: current evidence does not indicate likelihood of causing serious harm
- Medium: there are identifiable indicators of serious harm. The offender has the potential to cause such harm, but is unlikely to do so unless there is a change in circumstances, for example, failure to take medication, loss of accommodation, relationship breakdown, drug or alcohol misuse
- High: there are identifiable indicators of risk of serious harm. The potential event could happen at any time and the impact would be serious
- Very High: there is an imminent risk of serious harm. The potential event is more likely than not to happen imminently and the impact would be serious. This provides a standardised categorisation of risk levels for all MAPPA offenders and is also used in ViSOR.

The categorisation of risk is refined by reference to who may be the subject of that harm.

This includes:

- The public: either generally or a specific group such as the elderly, women or a minority ethnic group;
- Prisoners: within a custodial setting;
- A known adult: such as a previous victim or partner;
- Children: who may be vulnerable to harm of various kinds, including violent or sexual behaviour, emotional harm or neglect;

- Staff: anyone working with the offender whether from Probation, Prison, Police or other agency. This relates to all forms of abuse, threats and assaults that arise out of their employment; and
- Self: the possibility that the offender will commit suicide or self-harm.

Risk Matrix 2000 (RM2000)

RM2000 is a specialist assessment to be used only with male sexual offenders aged 18 and over. It can be triggered by OASys and it is used by the Police Service in England and Wales. Where there is any disparity between the two assessment tools (OASys and RM2000), in respect of the likelihood of re-conviction, the RM2000 likelihood of re-conviction level must take precedence. However, the overall assessment may be complemented or augmented once the dynamic factors identified in OASys are taken into account. Probation Circular 17/2007 requires the report writer to complete the RM2000 assessment prior to preparation of every pre-sentence report and every parole assessment report on sexual offenders.

Structured Assessment of Risk and Need (SARN)

SARN assessments should be undertaken on all sexual offenders programme completers.

Spousal Assault Risk Assessment (SARA)

SARA will be triggered by an OASys assessment and should be carried out where offending is linked to domestic abuse and prior to an offender being referred to a domestic abuse accredited programme.

ASSET

Youth Offending teams use ASSET, and there are common elements between ASSET and OASys, which allows information to be drawn from ASSET to OASys when a case is transferred from YOT to Probation. ASSET, like OASys, provides a risk of harm assessment, which will assist MAPPA in identifying the risk factors to be addressed.

Other Forms of Risk Assessment

To ensure greater consistency in MAPPA, the definitions of risk used in this Protocol are based upon OASys and RM2000. These tools underpin risk assessments throughout the National Probation Service and the Prison Service. The Police Service use RM2000. These definitions are reflected in ViSOR.

OASys, RM2000 and ViSOR provide a common framework through a common language and system. Professional judgement must inform risk assessment, and other systems of risk assessment may also be used in addition to OASys and RM2000. This is not to suggest that any risk assessment tool can be used.

The Responsible Authority may use other assessment tools in addition to OASys and RM2000. One of the benefits of closer working relationships with the other agencies in the MAPPA is that access to other forms of needs assessment are made available, which can complement formal risk assessment. These assessments will be of particular importance in assessing offenders with, for example, mental health problems or learning difficulties. Needs assessments made by colleagues in other agencies, including those in Health, Education, Housing and Social Services, can critically inform the assessment of the risk of harm.

Ultimately, formal risk assessments inform professional judgements and underpin defensible decision making. The key principle is that risk assessment tools can only assist professional judgement and are not the final decision makers in themselves.

22. Risk Management

The management of offenders posing a high risk of serious harm to the public is one of the most complex and difficult tasks currently facing the agencies within MAPPA. When an offender is identified as coming within the remit of MAPPA, the Responsible Authority (RA) has a duty to ensure that any identified risks are managed robustly at the necessary level of MAPPA management. The Police, Probation or Prison Services do not become the managing agency for all MAPPA offenders but, as the RA, they must seek to ensure that strategies to address identified risks are effectively managed.

Risk management is the process of ensuring that there is an effective Risk Management Plan (RMP), which addresses the identified risk of serious harm factors by putting appropriate plans into place. It is not an exact science as it is not possible to eliminate risk entirely. It is therefore critical that the decisions made are defensible, that the RMP is implemented and monitored through regular reviews, and that adjustments to the plan are made, as necessary.

The RMP must include actions to monitor the behaviour and attitudes of the offender and to intervene in their life in order to control and minimise the risk of serious harm. Plans should relate to the current and expected future risk and should draw upon information from all the agencies within MAPPA. All RMPs should be victim focussed.

Effective risk management is a core function of MAPPA and requires all agencies sharing relevant information to ensure that it can be achieved. Risk management can have the following features:

- Restrictive measures — methods of preventing offending such as curfews or restrictive licence conditions or preventative orders.
- Constructive measures — methods of reducing risk such as appropriate networks, housing and employment.

- Victim measures - such as safety planning, alarms, housing relocation.
- It is incumbent on all agencies to contribute to the plan with knowledge as to what they are able to deliver and ensure that the plan is followed through.

Effective Strategies

Strategies proven to be effective in reducing the risk of re-offending behaviour or minimising the risk of serious harm are as follows:

- Cognitive-behavioural programmes, which address the causes of offending behaviour;
- Interventions that emphasise self-risk management and which promote the use of internal controls over the longer term;
- Appropriate external controls (as contained within licence conditions, Sexual Offences Prevention Orders, etc.);
- Interventions which combine intensive supervision (including surveillance and electronic monitoring) with the appropriate use of sanctions and enforcement of non-compliance;
- Contingency plans in case of risk management failure and rapid response arrangements to changing situations or deterioration in the circumstances/behaviours; and
- Supportive and integrative approaches where risk assessments indicate their usefulness (for example, 'Circles of Support and Accountability').

23. Restrictive Orders

Where offenders pose a continuing risk of serious harm, the Police will consider whether the risks posed by such an offender are sufficiently high to justify applying for one of the following orders introduced in the Sexual Offences Act (2003). It is best practice for applications for these orders to be made on conviction wherever possible as all the necessary evidence is already before the court. Probation staff may highlight the need for a restrictive order as part of the Pre Sentence Report. Post conviction applications for orders are made by the Police to the Magistrates Court acting in its civil capacity. Orders are decided based on the 'balance of probabilities' but breaches are punishable as criminal offences.

The types of civil restrictive orders available are:

- Notification Order
- Risk of Sexual Harm Order
- Sexual Offences Prevention Order
- Foreign Travel Order
- 2008 will see the introduction of Violent Offender Order

24. Levels of Management

The MAPPA framework identifies three levels at which cases are managed:

- Level 1: Ordinary Agency Management;
- Level 2: Multi-Agency Public Protection (MAPP) Meeting; and
- Level 3: Multi-Agency Public Protection (MAPP) Meeting.

Determining the MAPPA Management Level

The three different levels enable resources to be deployed to manage identified risk in the most efficient and effective manner. Whilst there is a correlation between level of risk and level of MAPPA management (the higher the risk, the higher the level), the levels of risk do not equate directly to the levels of MAPPA management.

The central question in determining the correct MAPPA level is:

‘What is the lowest level that a case can be managed at which provides a defensible risk management plan?’

This means that not all high-risk cases will need to be managed at level 2 or 3. Similarly, the complexities of managing a low/medium risk case might, in exceptional circumstances, justify it being managed at level 2 or 3, especially where notoriety is an issue.

Level 1: Ordinary Agency Management

Level 1 management is the level used in cases where the risks posed by the offender can be managed by the agency responsible for supervision/case management of the offender. This does not mean that other agencies will not be involved; only that it is not considered necessary to refer the case to a level 2 or 3 MAPP meeting. It is essential that good information sharing takes place and there are multi-agency case management meetings where necessary.

Level 1 can only be used for Category 1 or Category 2 offenders because, by definition, Category 3 offenders present management issues which require active multi-agency management. Therefore, level 1 management will primarily involve Probation, Police or Youth Offending Teams as the lead agency. Offenders managed at level 1 will often be assessed as presenting a low or medium risk of serious harm but high risk offenders, who have a comprehensive and robust risk management plan, can also be managed at level 1. The highest proportion of MAPPA offenders are managed at this level.

The Responsible Authority must have arrangements in place to ensure that the management of all level 1 cases in Categories 1 and 2 in the community are reviewed at least once every four months and that performance against this standard is monitored and reported to the SMB.

The level 1 review must:

- Identify any new information including information from partner agencies relating to the case which has an effect upon the risk assessment and RMP.
- Review the RMP and revise it as necessary
- Set the date for the next review.

The Police will check ViSOR to ensure that there is no significant new information which could affect the risk assessment and, therefore, the level of management of the case and record this has taken place. The outcome of the Probation Service OASys case review should also be recorded on ViSOR.

Level 2: Multi-Agency Public Protection Meeting**Cases should be managed at level 2 where the offender:**

- Requires active involvement and co-ordination of interventions from other agencies to manage the presenting risks of harm
- Has been previously managed at level 3 and the seriousness of risk has diminished, and/or the complexity of the multi-agency management of the risks have been brokered, and an RMP for level 2 has been firmly established.

Risk can, and will, change, so the means of managing risk can, and will, change. MAPPA provides the framework within which changes can be effectively and consistently managed. The overriding principle is that cases should be managed at the lowest appropriate level, determined by defensible decision making.

Level 2 cases in the community should be reviewed every eight to twelve weeks to ensure that the RMP is effective and that the identified actions have been progressed.

The initial level 2 MAPP meeting will set a date for review and it will decide whether that review will be at a level 2 MAPP meeting or whether it will be undertaken by a small core group.

If it is to be a core group, the meeting will identify who will be part of the group and which agency will take responsibility for co-ordinating the core group. All review meetings must:

- Meet within twelve weeks of the previous meeting;
- Request new information from the agencies involved in the case;
- Receive information from each agency involved in the action plan regarding the progress they have made against their actions;
- Request any new information relating to the victim(s) and potential victim(s) to ensure that all necessary steps are taken to protect victim(s);
- Consider whether disclosure needs to take place;
- Review the existing RMP;
- Revise the RMP;
- Record the review on the MAPPA document set and send to the MAPPA Co-ordinator; and

- Set a date for the next meeting.

There must be a full level 2 MAPP meeting no less than every six months. It is not envisaged that cases will be managed at level 2 indefinitely and, once an effective RMP is robustly established, the management could be reduced to level 1. Should the risk(s) alter or increase or the RMP requires revision, the management level can always be increased.

Level 3: Multi-Agency Public Protection Meeting

These cases are often referred to as 'the critical few.' Level 3 management should be used where it is determined that the management issues require active conferencing and senior representation from the Responsible Authority and Duty to Co-operate agencies. This will be when there is a perceived need to commit significant resources at short notice and/or where there are significant media issues.

The criteria for referring a case to a level 3 MAPP meeting are where the offender: Is assessed under OASys (or ASSET) as being a high or very high risk of causing serious harm **AND** presents risks that can only be managed by a plan which required close co-operation at a senior level due to the complexity of the case and/or because of the unusual resource commitments it requires **OR**; although not assessed as a high or very high risk, there is a high likelihood of media scrutiny and/or public interest in the management of the case and there is a need to ensure that public confidence in the criminal justice system is maintained.

Therefore, although level 3 cases are not exclusively those assessed as presenting a high or very high risk of serious harm, in almost all cases they will be. Many will be offenders who have received a custodial sentence. **However, they may also include:**

- An offender on discharge from detention under a hospital order
- An offender returning from overseas (whether immediately following their release from custody or not)
- An offender who has been managed as a medium or low risk in the community who becomes a high or very high risk as the result of a significant change of circumstances.

Level 3 cases must be reviewed every four to six weeks to ensure that the RMP is effective and that the identified actions have been progressed. The most effective means of reviewing the case is through a multi-agency meeting.

The initial level 3 MAPP meeting will set a date for review and it will decide whether that review will be at a level 3 MAPP meeting or whether it will be undertaken by a small core group. If it is to be a core group, the meeting will identify who will be part of the group and which agency will take responsibility for co-ordinating the core group.

All review meetings must:

- Meet within six weeks of the previous meeting;
- Request new information from the agencies involved in the case;
- Receive information from each agency involved in the action plan regarding the progress they have made against their actions;
- Request any new information relating to victim(s) and potential victim(s) to ensure that all necessary steps are taken to protect victim(s);
- Consider whether disclosure needs to take place;
- Review the existing risk management plan;
- Revise the risk management plan;
- Record the review on the MAPPA document set and send to the MAPPA Co-ordinator; and
- Set a date for the next meeting.

There must be a full level 3 MAPPA meeting no less than every twelve weeks. It is not envisaged that cases will be managed at level 3 indefinitely and, once an effective RMP is robustly established, the management could be reduced to level 2 or, where appropriate, level 1. Should risks alter or increase or the RMP requires revision, the management level can always be increased.

Reviewing the Management Level

There is an assumption that cases will always be managed at the lowest possible level that is consistent with providing a defensible RMP. Reduction to a lower level should be considered at the end of every meeting. The decision should be based on what is the most appropriate management level for the case rather than the level of assessed risk. Many level 3 cases will not warrant management at that level after the first MAPPA meeting, when decisions concerning the use of resources and media management have been made. Similarly, many level 2 cases will not require ongoing management at this level where it is felt that satisfactory arrangements are in place to manage the case. In both cases, there is an option to re-refer a case should circumstances change.

Review Meetings

The purpose of review meetings is to ensure that the RMP that was put in place remains effective and those agencies have undertaken the actions agreed. The review will consider whether any new information is available which changes the risk assessment and whether the case still needs to be managed at the current level.

Reviews can be undertaken through a full MAPPA meeting or, the initial meeting may decide that in this case, the review will be completed by a small core group. The initial meeting will identify the members of the core group (those who are involved in the day to day management of the case and any other agency who has significant involvement) and the lead agency who will take responsibility for co-ordinating the review meetings.

Where the review is undertaken by a core group, there must be a full MAPPA meeting every six months for MAPPA level 2 cases or twelve weeks for level 3 cases. All review meetings must be recorded using the MAPPA document set.

A review must:

- Meet within twelve weeks for a level 2 case or six weeks for a level 3 case from the previous meeting;
- Request new information from the agencies involved in the case;
- Receive information from each agency involved in the action plan regarding the progress they have made against their actions;
- Request any new information relating to the victim(s) and potential victim(s) to ensure that all necessary steps are taken to protect victim(s);
- Consider whether disclosure needs to take place;
- Review the existing risk management plan;
- Revise the risk management plan;
- Record the review on the MAPPA document set and send to the MAPPA Co-ordinator; and
- Set a date for the next meeting.

It is expected that all Responsible Authority and Duty to Co-operate agencies will continue to have a responsibility to inform the MAPPA Co-ordinator of any information they receive that indicates an increase or decrease in the risk of serious harm posed by an offender. In order that the risk management process can be seen to be proportionate and fair, issues of diversity must be included in personal data recorded for offenders and victims.

25. Multi-Agency Public Protection Meetings

The importance of holding effective MAPPA meetings, to share information on MAPPA offenders to support risk assessment and formulate risk management plans, in order to protect victims and communities, cannot be over emphasised.

An effective meeting requires:

- Good identification of those agencies which need to be present and them being represented
- The right people in attendance who understand the process and their responsibilities and who have the capability and authority to make the necessary decisions
- All of the pertinent information being available and shared appropriately
- Good organisation and management of the meeting
- Proper record keeping using the MAPPA document set

The purpose of the meeting is for agencies to share information which:

- Is pertinent to undertaking a multi-agency risk management assessment
- Identifies the likelihood of re-offending
- Identifies serious risk of harm issues and their imminence
- Is critical to delivering an effective risk management plan.

Level 1 Meeting

Level 1 ordinary agency managed cases may require a multi-agency meeting to share information to ensure that all the risk factors are identified and the risk is being effectively managed. The agency managing the case, generally Police, Probation or YOT, will identify when a meeting is necessary and will co-ordinate it, recording the decisions made on the relevant case management record. It may be that information will be sought outside of a meeting to inform a level 1 decision. In these cases agencies should share information in accordance with the MAPPA protocol.

Each agency conducting level 1 meetings must ensure that they have all the up to date information available from partner agencies and all up to date risk assessments. It is essential that a review process for level 1 cases is in place and that a record of that review is kept.

One decision of the meeting will be to decide whether the case needs to be referred to level 2 or 3. Another decision of this meeting will be to formally agree and record the RMP and ensure that it is communicated to any partner agencies that may need to know.

Referral to a Level 2 or 3 MAPPA Meeting

Agencies will screen their MAPPA cases and they will reach a decision as to whether it requires management at level 2 or 3. Where they believe the case reaches the threshold for management at level 2 or 3, they will complete a referral to the MAPPA Co-ordinator using the MAPPA document set. Areas will have devised processes for screening referrals and the SMB should be confident that the process is thorough.

All referrals will require:

- A completed referral form which requires the referring agency to identify: the likelihood of re-offending; the risk of serious harm (when and to whom); any indication of imminence and who needs to be invited to the meeting;
- An updated risk assessment and an outline RMP; and
- An indication if an emergency meeting is required or whether the case can wait until the next scheduled meeting.
- For those cases in custody, which meet the level 2 or 3 criteria, a MAPPA meeting should be held six months prior to release. Where there is a need for MAPPA to inform the Parole assessment, the meeting must be held six months prior to the Parole Eligibility date. If the offender is not released, then the next MAPPA meeting should be held six months prior to the new release date.

26. Gate-keeping

It is a function of MAPPA Co-ordination to exercise professional judgement (on behalf of the Responsible Authority), as to the appropriateness of the referral into MAPPA level 2 or 3. This requires a degree of professional judgement to quality assure that the referral does fall within the remit of MAPPA and the level of the risk of serious harm or needs of the case are sufficient to require multi-agency risk management. In disputed cases, which cannot be resolved at a local level, a senior manager from the referring agency will be the final arbiter. Meeting time should be regarded as a scarce and expensive resource. It is therefore essential that pre-meeting preparation is as thorough as possible, given the time and resources available.

This includes:

- Information sharing - the RA must have in place robust arrangements for the sharing of information. Information will be sought using the appropriate forms in the MAPPA document set. The referral will identify which are the relevant agencies to attend the MAPP meeting and they will be asked to search agency records for any relevant information on the offender or potential victims. Where an area has established core agency representation at MAPP meetings, they will all be provided with advance notification of the case and asked to check their records as described above. The search response should be completed within seven days and forwarded to the MAPPA Co-ordinator.
- Risk assessment - the Case/Offender Manager will ensure that they have updated their risk assessment using the appropriate tool, for example, Police: RM2000, Probation/Prison: OASys and other tools in appropriate cases such as SARA and ASSET.
- Risk Management Plan - the referral document must contain within it an outline RMP, which is based upon the information that is known to the referrer at the point of referral. This will be used as a reference point at the meeting and will be further developed into a multi-agency RMP.

This approach allows individual agencies to ensure that the necessary checks have been made prior to the MAPP meeting and that information is shared whether or not an agency sends a representative to the meeting.

It will allow the Chair of the MAPPA meeting and the MAPPA Co-ordinator to be aware of the issues relating to the case, which will assist in the effective management of the meeting.

27. Single Point of Contact (SPOC)

The information included by the managing agency in the level 2 or 3 referral will be passed to all members of the Responsible Authority and Duty to Co-operate agencies by the MAPPA Co-ordinator. Where possible, this should be done via a Single Point of Contact (SPOC) in the receiving agencies to whom this information can be securely passed. However, it is recognised that for some more locally organised agencies, such as housing, communication through a SPOC may not be feasible.

28. Agency Representation

Key to the effectiveness of all level 2 and level 3 MAPPA meetings is multi-agency involvement and representation. In determining the level of the representation, and the nature of their involvement, three factors must be considered:

1. The representatives must have the authority to make decisions committing their agency's involvement. If decisions have to be deferred, then the effectiveness of the multi-agency operation is weakened and may compromise the RMP.
2. The representative must have relevant experience of risk/needs assessment and management and analytical and team-working skills to inform discussions. Such experience and skills can usefully contribute both to the management of specific cases and on case management generally.
3. Continuity of personnel. The effectiveness of level 2 and level 3 MAPPA meetings is dependent upon establishing good working relationships across agencies. Multi-agency work is often complex and benefits greatly from the continuity of personnel and their professional engagement.

Distinguishing agency representation between level 2 and level 3 MAPPA meetings will be determined by the nature and the complexity of cases, which may require senior representatives of the agencies to be involved. Management of the more complex cases may require the use of specific or additional resources, so representatives at the level 3 meeting must be able to make decisions about committing those resources.

Therefore, at level 3 meetings all agencies must either be represented by senior personnel or have delegated authority to their representative who:

- Understands the strategies for minimising or reducing the risk of serious harm
- Has the authority to implement appropriate strategies agreed by the meeting on behalf of their agency.

In cases where the offender is in custody, it will be important for a representative of the Prison Service to attend the MAPPA meeting, especially where there are specific actions that the Prison may take to assist in the delivery of the RMP. Alternatively, they may be able to contribute via telephone or video links. If neither personal attendance is possible, nor a telephone or video link is available, then the Prison Service must provide a comprehensive written report and an indication of how they can assist in the RMP.

Given the imminence of serious harm associated with many offenders managed at level 3, the resource implications of the risk management strategies may be significant and may occur at short notice. In addition, there is likely to be a higher media interest in many of the offenders considered. The Responsible Authority may wish to address media handling issues as a regular part of the risk management/contingency plans.

Multi-agency risk management is an expensive resource and should only be used where it is necessary to manage the risk of serious harm in a collaborative and co-ordinated manner. Involvement of agencies, when they have no information or advice to offer and no services for the offender, wastes agency time and may undermine involvement in other relevant cases. As referrals to meetings increase, it is essential that a flexible and focussed approach is taken to ensure that the right agencies attend to develop the right RMPs for the right offenders.

Where agencies fail to attend or to provide information, and this affects the ability of the meeting to construct an effective RMP, the Chair of the MAPPA meeting will initially follow this up locally with the agency. If this is not successful, then the Chair of the SMB should address this with the Duty to Co-operate agency representative on the SMB.

It is important that MAPPA meetings are well organised and allow sufficient time to discuss the case properly. Accurate records must be made using the MAPPA document set. These records must be written in a way which allows those not present at the meeting to understand the nature of the discussion. The records must also demonstrate defensible decision making.

29. Chairing

The Responsible Authority is charged with the statutory duty for ensuring the efficient and effective operation of MAPPA. For this reason, it is important that the MAPP meetings are chaired by a representative of the Police, Prison or Probation Services. The Chair should be someone who has the necessary skills and ability required to fulfil the role. It is preferable that the chair has received the chairs training available in Hampshire.

The expectation is that level 2 MAPP meetings will be chaired either by a Senior Probation Officer and/or OCU Public Protection Unit Inspector. Level 3 meetings should be chaired by either an Area Manager or an OCU Detective Chief Inspector.

Chairing MAPPA meetings is essentially one of combining the roles of facilitator and leader. The task is to ensure that the business of the meeting i.e. the identification of the risks, with the production and appropriate review of the RMP, is conducted in an effective and efficient manner.

It is expected that the Chair will ensure that:

- The Standing Agenda is followed and all items are fully discussed
- Meetings are properly recorded and minutes are circulated within the specified timescales
- Meetings are run to the time allocated to them but the time allowed should be sufficient to address the issues.
- Regulations and rules are adhered to
- Where agencies fail to attend meetings, and this affects the ability of the meeting to fully assess the potential risks of harm and establish an effective RMP, or where agencies have not undertaken agreed tasks, that this is followed up with the respective agency locally and that they are reminded of their 'duty to co-operate'.

This will involve:

- Enabling appropriate contributions from all participants
- Summarising key points;
- Testing for consensus; and
- Suggesting options for moving forward.

30. MAPPA Meeting Minutes

The standard agenda must be followed and the notes template must be used to produce minutes for MAPPA meetings. The minutes of the level 2 MAPPA meeting should be produced within fourteen days (ten working days) and the level 3 MAPPA meeting within seven days (five working days). They should be sent to the members of the core agencies through the SPOC. Agencies must determine how they will store the minutes securely (they are always a 'restricted' and, occasionally, a 'confidential' document under the Government Protective Marking Scheme) and how they can be accessed in the event of an emergency by other agency

personnel. The full document set will be stored on ViSOR, which is a confidential database. The MAPPA meeting minutes must not be shared without the prior approval of the Chair of the MAPP Meeting.

Where there is a request for a copy of the MAPPA meeting minutes from a third party, for example, from the offender, the Parole Board, or a court, this must be referred to the MAPPA Chair. All formal requests for disclosure from the courts and the Parole Board must be responded to. All requests and decisions relating to disclosure of the MAPP meeting minutes must be recorded on case management records and on ViSOR.

31. MAPPA Risk Management Plans

- The RMP must be SMART; Specific, Measurable, Achievable, Realistic and Time limited. It should clearly identify ownership of each action point
- It should be linked to the supervision or sentence plan
- It must be formally reviewed at a specified future date
- Where an element of the RMP cannot be delivered by local agencies through the level 2 meeting, consideration must be given to referring this element to the level 3 meeting
- The RMP will be informed by other plans such as the OASys RMP. This should be a two way process and where new information is brought to the MAPP meeting, the OASys, or other relevant RMP, must be reviewed
- Each agency will ensure that their element of the plan is followed through; however a manager will be appointed to ensure that the plan is being followed and that timescales are being met.

The Four Features of MAPPA Good Practice

Professor Hazel Kemshall (2003) clarified that public protection depends upon:

- Defensible decisions
- Rigorous Risk Assessments
- The delivery of risk management plans which match the identified public protection need
- The evaluation of performance to improve delivery.

32. Frequency of MAPPA Meetings

Once an offender is identified as falling within one of the MAPPA Categories, the principle is that all activity from that point onwards is driven by best practice in terms of reducing and managing risk of harm. The frequency of MAPPA meetings should be in keeping with this principle. Where the offender is in custody and has been identified as meeting the criteria for referral to level 2 or 3, a MAPP meeting should be held six months prior to the release date or the Parole eligibility date. If parole is not granted, the next meeting will be held either six months prior to release or the next parole eligibility date. Once an initial meeting has taken place and the MAPPA level has been determined, a review date will be set. The review date should be set for a time, which will allow for the actions agreed at the initial meeting to be put in place, and any necessary revisions to be made.

There should be a meeting within the first month of the offender's release into the community to review the RMP and ensure it is effective.

For offenders in the community, the Responsible Authority in their area must have in place arrangements to ensure that:

- All level 3 cases are reviewed every four to six weeks;
- All level 2 cases are reviewed every eight to twelve weeks;
- All level 1 cases should be reviewed every sixteen weeks.

Reviews of level 2 and 3 MAPPA cases should take place at a review meeting. If the MAPP meeting decides that the date of the next meeting will not allow this to take place, it must state the reason for this decision and, in its RMP, identify how the review will be undertaken and who will be responsible for ensuring that it occurs. The review must be recorded on the case management record and ViSOR and, where necessary, the RMP must be updated.

The Probation Service will review its level 1 cases through normal OASys four-monthly reviews and will record this fact on their case management record. The Police will review its level 1 cases through a review of ViSOR to ascertain whether there has been any significant information since the last review which affects the RMP. The outcome of the review should be recorded on ViSOR. The frequency of the reviews, and compliance with the above arrangements, must be monitored and reported to the SMB on a quarterly basis.

33. Cases no longer eligible for MAPPA

It is important to identify when an offender is no longer eligible for MAPPA. The criteria for leaving MAPPA are different for each of the three Categories of offenders:

- For Category 1 offenders, it is the point at which the offender completes their notification requirements as determined by the Sex Offenders Act (1997) and the Sexual Offences Act (2003);
- For Category 2 offenders, it is the point of licence expiry or the end of Hospital Order restrictions; and
- For Category 3 offenders, it will be at a point, determined by the Responsible Authority, where the offender is considered to no longer to pose a risk of serious harm that requires management either at level 2 or 3.

In all cases, discharge from MAPPA should only occur when the Responsible Authority considers that the offender no longer poses a serious risk of harm or that ongoing MAPPA involvement will not add significant value to protecting the public.

34. Custody Issues

The Prison Service has a critical role to play in the management of MAPPA offenders. Prison staff will have recorded a wealth of information relating to: the offender's behaviour in custody; his/her engagement in accredited programmes and other activities; preparation for release and any contacts made with others either in custody or the community.

The process of setting the MAPPA level should take place at least six months prior to release. For determinate sentences, this is six months before the release date, for those eligible for parole it will be six months before the parole eligibility date. There may be some cases where the process needs to commence earlier due to the complexity and seriousness of the case or the shortness of the custodial part of the sentence left to serve before early release is considered.

It will not always be possible to send a Prison Service representative to MAPP meetings as they may take place at some distance from the Prison. Their involvement is crucial and, therefore, different methods should be considered including video or telephone conferencing, written reports or holding MAPP meetings in the prison establishment.

The measures which can be used to strengthen the management of risk on an offender's release from custody include:

- The imposition of additional licence conditions
- The use of electronic monitoring
- Transferring the prisoner to an establishment from which release can be better managed
- Arranging for the offender to be accompanied on release from the establishment to the designated accommodation and/or appointments
- The use of Civil Orders, Sexual Offender Prevention Order (SOP0) or Risk of Serious Harm Order (RSH0).
- The use of a 'contract' agreed with the offender, particularly in cases where there is a very short period of supervision on licence or none at all
- In exceptional cases, the use of surveillance.

MAPPA meetings are primarily to identify the potential risks an offender will present in the community, to plan and agree how these will be managed. Where they are held prior to parole considerations, they will assist the Prison and Probation Services in compiling their reports and ensuring that the victim issues are addressed. This will assist the Parole Board in reaching its decisions regarding release. The MAPPA meeting minutes must not be released in full to the Parole Board, but a Minutes Executive Summary can be produced and released if required.

Confirming Release Dates

Prison administrative staff should ensure that they provide early information to Police and Probation about release dates. Information will be entered on to ViSOR (when available) by Prison staff and will be confirmed in writing to the Offender Manager as part of the sentence planning process. The Prison Service will confirm the information for level 2 and 3 cases

no later than four months before release as a minimum but, where possible, this should be six months prior to release. Where the Prison Service becomes aware that there are last minute changes to release dates, they will ensure that this is communicated as a matter of urgency to both Police and Probation. Where level 2 or 3 offenders are to be released under emergency measures or following a Judicial Review, the Prison Service will confirm the release information as a matter of urgency.

35. Transfer of MAPPA Cases

Experience and reviews into serious further offending show that weaknesses can arise in risk management when a case is being transferred between areas. It is therefore critical to ensure that all transfers are properly planned and managed.

It is important to remember that there is no such thing as an 'informal' transfer. The following principles should be followed in all transfer cases within Hampshire and the Isle of Wight. For transfer of cases to other MAPPA Areas please see the MAPPA Guidance 2007.

- The over-riding consideration in relation to case transfers should be the protection of the public
- The need to ensure that, where national standards for reporting and enforcement apply, these are maintained regardless of the transfer
- To provide seamless supervision of offenders in the community
- To ensure that all necessary information is transferred on a case file in a timely fashion to manage the offender effectively
- It would be beneficial for level 2 and 3 cases if an Responsible Authority representative from the MAPPA group from the transferring area were present at the first MAPPA meeting in the new area to answer questions about the case.

36. Approved Premises

Approved Premises provide supported and supervised accommodation for offenders on licence or community supervision who present a high or very high risk of serious harm to the public. It is essential that level 2 and 3 MAPP meetings consider whether a period of residence in Approved Premises would enhance the Risk Management Plan. The public is better protected by some high risk of harm offenders being supervised in Approved Premises rather than those offenders being dispersed into the community. It reduces the very real potential of offenders living in unsuitable accommodation close to vulnerable families. Referral to Approved Premises should take place no later than three months before the release date.

Approved Premises provide a structured environment to support offenders' rehabilitation as well as restrictions including a curfew, which place controls on their behaviour. Approved Premises staff play a significant role in both providing relevant risk information to the Offender Manager and in contributing to effective risk management.

It is essential that Approved Premises' staff understand a resident's risks, Risk Management Plans and the contribution the Approved Premises can provide to manage the risks. In order to achieve this, it is important that Approved Premises are part of any MAPPA meeting relating to a resident. It is an expectation, therefore, that an Approved Premises member of staff will attend MAPPA meetings.

37. The Responsible Authority (Police, Probation and Prison Services)

The Criminal Justice Services Act (2003) places a duty on the Prison, Police and Probation Services in each of the 42 areas of England and Wales, acting as the Responsible Authority, to establish arrangements for the assessment and management of the risks posed by sexual and violent offenders.

Section 325(1) of the Act included the Prison Service as part of the RA in MAPPA. This change was introduced in recognition of the valuable role of the Prison Service in keeping offenders in custody and the development and continuing implementation of effective offending behaviour interventions, as well as undertaking other work to assist in the successful resettlement of offenders. Through the introduction of the Offender Management Model the Prison and Probation Services will work together to ensure that the discontinuity that can occur whilst an offender is in custody is significantly reduced. This will improve risk assessment and risk management, thus increasing public protection.

The RA has the duty to ensure that the performance of MAPPA in its area is fit for purpose through the monitoring of performance and investigating those cases where a MAPPA offender commits a specified serious further offence. The RA undertakes this duty through the SMB as well as through ensuring that practice within their own agency meets the needs of the MAPPA.

Police Service

The Police Service has the lead responsibility for managing Category 1 offenders (Registered Sexual Offenders). In Hampshire and the Isle of Wight there are dedicated Police Public Protection Units (PPU) which have been set up to manage MAPPA offenders and work in multi agency partnerships to protect vulnerable groups. The rationale behind the PPU structure is to 'Make the Links' between offender management and safeguarding processes as well as to recognise that dangerous offenders will frequently target vulnerable groups to offend against.

The PPU's are based in each of the 6 Operational Command Units (OCU) and have geographic responsibility for the management of MAPPA offenders and Potentially Dangerous Persons who reside in their area. Each PPU is made up of a dedicated Offender Management Team (OMT) which is headed by a Detective Inspector and teams of specialist staff who work with agencies to safeguard vulnerable groups; Child Protection, Adult Protection, Domestic Abuse, Missing Persons and Hate Crime. The PPU also have specialist investigators to deal with offenders or victims falling within the remit of the PPU. The PPU investigators supplement the provision of specialist investigation within the Child Abuse Investigation Group. The Police will often share the management of Category 1 offenders with the Probation service; the Police will have responsibility for ensuring compliance with registration requirements, whilst Probation will ensure compliance with supervision. Unless the offender is being managed at level 1, the Probation Service will be the lead agency during the period of supervision. If the case is being managed at level 1, then agencies need to keep each other informed of developments. It may be good practice to conduct joint home visits in any event in order to maximise the effectiveness of the visit as well as presenting a co-ordinated response to offender management.

The Police are responsible for ensuring all Category 1 offenders are entered on to ViSOR. They will ensure that all offenders subject to the notification requirements will:

- Register, as required, and that all breaches of the notification requirements are promptly followed up and appropriate action taken;
- Be assessed using RM2000;
- Be visited at home in accordance with policy;
- Be reviewed regularly and that the ViSOR records are maintained in accordance with the national standards.

In Hampshire and the Isle of Wight all MAPPA offenders who the Police have involvement in will be entered onto ViSOR and records updated by a MAPPA officer who will have responsibility for the offender until the case is transferred or they are no longer eligible.

Probation Service

The Probation Service is responsible for the management of Category 2 offenders aged 18 and over who are sentenced to twelve months custody or more when they are released on licence. Those under 18 will be managed by the Youth Offending Service. Cases that are subject to a hospital or guardianship order with restrictions will be managed by Mental Health and Social Services on discharge. It will be the responsibility of the Probation Service to ensure that all Category 2, level 2 and 3 cases, are recorded on ViSOR and managed at the appropriate level under MAPPA. It is anticipated that eventually all Category 2 offenders will be entered on to ViSOR.

The Probation Service will ensure that all offenders subject to supervision:

- Are managed according to National Standards using the appropriate risk assessment and management tools, accredited programmes and residence at Approved Premises;

- Are subject to breach action, where this is required; and
- Have a ViSOR record, which is maintained and regularly reviewed, at a frequency of no less than every four months.

Probation will participate in all level 2 and 3 MAPP meetings through the attendance of:

- The Offender Manager responsible for the case;
- Other staff who are actively engaged in the case and who can assist in risk assessment and risk management. This will include staff from Approved Premises and Victim Liaison Officers.
- The Probation Service will be represented at the Strategic Management Board meetings by a Senior Manager of at least Assistant Chief Officer grade or District Manager.

Prison

The Prison Service will ensure that all MAPPA offenders sentenced to custody are identified following reception and that the Prison case management system is marked accordingly. They will ensure that they are made a partner to the ViSOR record and that they can enter relevant information on to ViSOR.

Cases will be monitored whilst in custody through the Local Risk Management Meeting (LRMM), which is an internal Prison multi-agency meeting. The offender supervisor should be a part of the LRMM. The Prison Service must ensure that information from the LRMM is shared with the Offender Manager and is incorporated into the sentence planning process as part of offender management. For further information, refer to Prison Service Order 4745. The Prison Service is responsible for providing release date information to the Police and the Offender Manager. This should be calculated at the earliest opportunity following the commencement of sentence. It should be sent to the Offender Manager on the relevant form and should also be entered on to ViSOR. This information should be provided four months before release as a minimum but, where possible, this should be six months before release. It is essential that release dates are as accurate as possible as late changes can have an adverse effect upon risk management and public protection.

The Prison Service will:

- Wherever legally possible, share information to enable released offenders to be managed safely in the community;
- Identify MAPPA nominals, exchange information, assess the level of risk and manage the risk;
- When the offender is still in custody, participate in MAPPA level 2 and 3 cases, preferably through attendance at MAPP meetings or, if this is not possible, through video/telephone conferencing. As a minimum they should participate by providing a comprehensive written report;
- Advise MAPPA colleagues about Prison systems and procedures such as transfer between establishments and regime programmes; and
- Engage in the MAPPA process to inform parole reports and Risk Management Plans through information sharing.

The Prison Service will not assign MAPPA levels to offenders. Through offender management and sentence planning, they will participate in assessing risk and identifying activities required to endeavour to reduce risk whilst the offender is in custody.

38. The Strategic Management of MAPPA

While nothing can detract from the importance of high quality risk assessment and management, good and better practice is contingent upon the virtuous circle of planning, enacting, reviewing, evaluating and planning, which lead to better public protection.

The Strategic Management Board has formal responsibility for the statutory duty to review, monitor and to make necessary changes to the risk assessment and management arrangements.

Evaluating performance is not only the preserve of the SMB; evaluation is part of good professional practice. Whether through formal supervision or in the continuous process of reconsidering risk and its management, evaluation is one of the core skills of MAPPA practitioners. Finally, evaluation is important because it helps identify more sharply where resources are best deployed and where additional resources are most needed.

The SMB has responsibility for shaping MAPPA activity in Hampshire. This involves agreeing the role and representation of the different agencies within the SMB and brokering the protocols and memoranda of understanding which formalise these.

The SMB has a key role to keep the MAPPA arrangements established by it under review, with a view to monitoring their effectiveness and making any changes to them that appear necessary or expedient.

The core features of the function of the SMB are:

- Monitoring (on at least a quarterly basis) and evaluating the operation of MAPPA, particularly level 3 MAPP meetings
- Establishing local connections which support the effective liaison and operational work with other public protection bodies, for example, Local Safeguarding Children Boards (LSCBs), Crime and Disorder Reduction Partnerships (CDRPs); Local Criminal Justice Boards (LCJBs) and Multi Agency Risk Assessment Conferences (MARACs)
- Preparing and publishing the MAPPA annual report and promoting the work of MAPPA in their area
- Planning the longer term development of MAPPA in the light of regular (at least annual) reviews of the arrangements, legislative changes, national guidance and wider criminal justice changes
- Identifying and planning how to meet common training and development needs of those working in MAPPA in conjunction with the National MAPPA Training Workgroup
- Producing and implementing a media strategy and annual communication plan

- Producing and implementing an annual MAPPA business plan in accordance with the Responsible Authority National Steering Group (RANSNG) business plan (Probation Circular 88/2005) and the formation of sub-groups to achieve those plans.

Membership of the SMB

In order for the Responsible Authority to carry out its duties and functions in reviewing MAPPA arrangements effectively, it should ensure that the SMB meetings include senior representatives of each of the RA and the DTC agencies.

For those agencies that have co-terminus boundaries with the area (for example Police and Probation), the representation will be more easily identified. Where agency boundaries are not co-terminus, the RA should negotiate who will attend the SMB meetings and agree how information from the SMB will be disseminated to relevant colleagues. The general principle as to the level of seniority required is that the person has the necessary authority to enable them to: a) contribute to developing and maintaining effective inter-agency public protection procedures and protocols on behalf of their agency and b) to address the practical and resource implications of MAPPA.

The membership of the SMB should include as a minimum:

- Probation Service - at Assistant Chief Officer grade/District Manager;
- Police Service - at Assistant Chief Constable rank;
- (Police and Probation Services may also wish to include senior operational officers);
- Prison Service - it is expected that this would be at Area Manager level. However, given that an Area Manager will have a number of SMBs in their area (a maximum of six and a minimum of three, with the majority having four or five), it is understood that it may not be possible for them to attend all meetings. They can choose to delegate this responsibility to a member of their staff. Where they do this, they will delegate full responsibility and powers to this person to act on their behalf. In those areas which have a Prison in the High Security Estate, the Governor of the establishment should be included as a member of the SMB. However, there can be an agreement between the Governor and the Area Manager as to who will attend on behalf of the Prison Service, so only one person attends. It is the Area Manager's responsibility to ensure that arrangements are in place to cascade information and ensure that the Prison representative is able to fully represent the issues of the establishments in the area. Where there is a Contracted Out Prison in the area, the Director of the establishment should be invited to be a member of the SMB;
- MAPPA Co-ordinator - to provide operational context and management information to the meeting;
- MAPPA Administrator - to provide secretariat to the meeting;
- Lay Advisers - each area should have two Lay Advisers, who are appointed by the Secretary of State, as full members of the SMB;
- Victim Liaison - it is important that the representative is able to bring a broad victim perspective that will help shape the strategic development of MAPPA;
- Housing - representation from the Local Authority and housing suppliers.
The SMB will need to agree with the Housing representative as to how they will ensure

- that information is disseminated within the various strands of local housing providers;
- Health Services - this should include both a senior managerial and clinical perspective and, particularly, a mental health perspective;
 - Social Services - whilst the primary focus of MAPPA engagement is frequently child protection and therefore Children's Services, its remit is much broader and encompasses the whole range of those to whom social care is provided, for example elderly, disabled, young offenders who are being looked after, vulnerable adults or those who have mental health problems. Representation on the SMB should therefore be from a Senior Manager who is able to communicate with all these spheres of work. It may be advantageous to have separate representation from a Mental Health Social Services Manager;
 - Youth Offending Service - where there is more than one YOT operating in an area, the SMB will agree the representation arrangements with the YOT managers to ensure that information is disseminated across the teams;
 - Employment Services - representation from Jobcentre Plus;
 - Electronic Monitoring (EM) Providers - the SMB will need to agree with the local EM representative as to how they will participate.
 - The RA will make arrangements to involve others in the work of the SMB as needed. This may involve co-opting (or possible full membership) where there is a significant and sustained engagement with MAPPA. In most instances, however, it will be sufficient for the RA to ensure that there is effective dialogue and that the agency is aware of MAPPA and local public protection issues. Those with a relevant interest may include:
 - Treatment Providers;
 - Crown Prosecution Service;
 - Housing Associations;
 - The Court Service;
 - Relevant voluntary organisations, for example, NSPCC.

39. Lay Advisers

Section 326 of the Criminal Justice Act (2003) requires the Secretary of State to appoint two Lay Advisers to each RA area. The Act makes clear that the Lay Advisers will be appointed to assist in the MAPPA review functions and not the organisational decision making. Lay Advisers will operate as full members of the area's SMB participating in the SMB itself and relevant sub-groups, for example, the communication sub-group.

Role of the Lay Adviser

The Lay Adviser role is a voluntary and unpaid one. It is expected that they will attend each of the SMB meetings - at least four a year - and undertake such familiarisation and reading as necessary to enable them to understand and to contribute to those meetings. They are not expected to become experts; their value is as informed observers and as posers of questions which the professionals closely involved in the work might not necessarily think of asking. As such, the role is invaluable as they can provide a challenge to the professionals by acting as a 'critical friend'. Their role is not akin to that of an independent auditor nor is it as a representative of the local community in the same way as an elected councillor. They bring to the SMB their understanding and perspective of the area but they have no role in reporting or briefing the community, except as part of the SMB communication strategy.

40. Serious Further Offences review process

Hampshire Strategic Management Board has developed a Serious Further Offence (SFO) review process, the aim of which is to learn lessons from the extremely unfortunate circumstances which inevitably accompany serious further offending. This process is not designed to replace any agency internal review or disciplinary processes, but is designed to improve the working of the MAPPA both locally and nationally.

The purpose of a MAPPA Serious Further Offence Review is to:

- Establish whether there are lessons to be learned from the case about the way in which professionals and agencies work together to try to safeguard local communities, and prevent persons subject to the MAPPA process at Level 2 or 3 from re-offending.
- If there are lessons to be learned how they will be acted upon, and what is expected to change as a result.
- Improve inter-agency working to better safeguard communities and prevent offenders subject to MAPPA at Level 2 or 3 from re-offending.

Schedule 3 Sexual Offence Act 2003

Table of Qualifying Offences and Thresholds for Registered Sex Offenders (England or Wales)

Some offence titles will appear more than once, in these cases you MUST verify under which Act the offender was convicted or cautioned/ final warned/ reprimanded.

The offender must meet the stated criteria for that offence and if a disposal threshold exists the notification requirements do not apply until the disposal condition is met. If the offender does not meet the criteria stated for the offence the notification requirements do not apply. For example an offender under the age of 18, convicted of Sexual Assault does not meet the requirements on conviction but if he is sentenced to a term of 12 months or more imprisonment he meets the requirements from the date of sentence.

		Threshold							
Criteria		Threshold							
Offence	Act	Age of Offender	Age of Victim or Other Party	No threshold	All offenders	30 Months or More Imprisonment or Admitted to a Hospital Subject to DETAILED IN HOSPITAL	Any Term of Imprisonment	Community Sentence of 12 Months or More	12 Months or More Imprisonment
Rape	Sexual Offences Act 1956 S.1	Any	Any	✓					
USI (girl under 13)	Sexual Offences Act 1956 S.5	Any	Under 13	✓					
USI (girl under 16)	Sexual Offences Act 1956 S.6	20 or Over	Under 16	✓					
Incest by man	Sexual Offences Act 1956 S.10	Any	Under 18	✓					
Buggery	Sexual Offences Act 1956 S.12	20 or Over	Under 18	✓					

		Threshold						
		Criteria		Threshold				
Offence	Act	Age of Offender	Age of Victim or Other Party	No threshold All offenders	30 Months or More Imprisonment or Admitted to a Hospital Subject to Detained in Hospital	Any Term of Imprisonment	Community Sentence of 12 Months or More	12 Months or More Imprisonment
Indecency between men	Sexual Offences Act 1956 S.13	20 or Over	Under 18	✓				
Indecent assault on a woman	Sexual Offences Act 1956 S.14	Any	Under 18	✓				
		Any	18 or Over		✓			
Indecent assault on a man	Sexual Offences Act 1956 S.15	Any	Under 18	✓				
		Any	18 or Over		✓			

		Threshold					
		Criteria		Threshold			
Offence	Act	Age of Offender	Age of Victim or Other Party	No threshold All offenders	30 Months or More Imprisonment or Admitted to a Hospital Subject to Detained in Hospital	Any Term of Imprisonment	Community Sentence of 12 Months or More Imprisonment
Assault W/I to commit buggery	Sexual Offences Act 1956 S.16	Any	Under 18	✓			
Causing or encouraging the prostitution of, intercourse with or indecent assault on a girl ←16	Sexual Offences Act 1956 S.28	Any	Under 16	✓			
Indecent conduct towards young child	Indecency with Children Act 1960 S.1	Any	Under 16	✓			
Inciting girl under 16 to have incestuous sexual intercourse	Criminal Law Act 1977 S.54	Any	Under 16	✓			
Indecent photographs of children*	Protection of Children Act 1978 S.1	18 or Over	Under 16	✓			

Offence	Act	Threshold								
		Criteria	Age of Offender	Age of Victim or Other Party	No threshold All offenders	30 Months or More Imprisonment or Admitted to a Hospital Subject to	Detained in Hospital	Any Term of Imprisonment	Community Sentence of 12 Months or More	12 Months or More Imprisonment
		Under 18	Under 16							✓
Penalty for fraudulent evasion of duty in relation to indecent or obscene articles	Customs and Excise Management Act 1979 S.170	18 or Over	Under 16	✓						
Possession of indecent photographs of children	Criminal Justice Act 1988 S.160	Under 18	Under 16							✓
Abuse of position of trust	Sexual Offences Act 2000 S.3	Under 18	Under 16							✓
Rape	Sexual Offences Act 2003 S.1	20 or Over	Under 18	✓						
Assault by penetration	Sexual Offences Act 2003 S.2	Any	Any	✓						
Sexual Assault	Sexual Offences Act 2003 S.3	Any	Under 18	✓						

		Threshold								
		Criteria		Threshold						
Offence	Act	Age of Offender	Age of Victim or Other Party	No threshold	All offenders	30 Months or More Imprisonment or Admitted to a Hospital Subject to	Detained in Hospital	Any Term of Imprisonment	Community Sentence of 12	12 Months or More Imprisonment
		18 or Over	18 or Over				✓ or	✓ or	✓	
		Under 18	Any							✓
Causing a person to engage in sexual activity without consent	Sexual Offences Act 2003 S.4	Any	Any	✓						
Rape of a child under 13	Sexual Offences Act 2003 S.5	Any	Under 13	✓						
Assault of a child under 13 by penetration	Sexual Offences Act 2003 S.6	Any	Under 13	✓						
Sexual assault of a child under 13	Sexual Offences Act 2003 S.7	18 or Over	Under 13	✓						
		Under 18	Under 13							✓
Causing or inciting a child under 13 to engage in sexual activity	Sexual Offences Act 2003 S.8	Any	Under 13	✓						

Offence		Act		Threshold								
		Criteria	Threshold	Age of Offender	Age of Victim or Other Party	No threshold All offenders	30 Months or More Imprisonment or Admitted to a Hospital Subject to	Detained in Hospital	Any Term of Imprisonment	Community Sentence of 12 Months or More	12 Months or More Imprisonment	
Sexual activity with a child	Sexual Offences Act 2003 S.9	18 or Over	Under 16	✓								
Causing or inciting a child to engage in sexual activity	Sexual Offences Act 2003 S.10	18 or Over	Under 16	✓								
Engaging in sexual activity in the presence of a child	Sexual Offences Act 2003 S.11	18 or Over	Under 16	✓								
Causing a child to watch a sexual act	Sexual Offences Act 2003 S.12	18 or Over	Under 16	✓								
Child sex offences committed by children or young persons	Sexual Offences Act 2003 S.13	Under 18	Under 16								✓	
Arranging or facilitating the commission of a child sex offence	Sexual Offences Act 2003 S.14	18 or Over	Under 16	✓								
		Under 18	Under 16									✓

		Threshold							
Criteria		Age of Offender	Age of Victim or Other Party	No threshold All offenders	30 Months or More Imprisonment or Admitted to a Hospital Subject to	Detained in Hospital	Any Term of Imprisonment	Community Sentence of 12	12 Months or More Imprisonment
Offence	Act								
	Meeting a child following sexual grooming etc.	Sexual Offences Act 2003 S.15	Under 16	✓					
	Abuse of a position of trust	Sexual Offences Act 2003 s.16 to 19	Under 18			✓ or	✓ or	✓	
	Sexual Activity with a child family member	Sexual Offences Act 2003 S.25	Under 18	✓					
			Under 18						✓
	Inciting a child family member to engage in sexual activity	Sexual Offences Act 2003 S.26	Under 18	Under 18	✓				
			Under 18	Under 18					✓
Offences against persons with a mental disorder	Sexual Offences Act 2003 S.30 to 37	Any	Any	✓					

		Threshold						
Criteria		No threshold	All offenders	30 Months or More Imprisonment or Admitted to a Hospital Subject to	Detained in Hospital	Any Term of Imprisonment	Community Sentence of 12 Months or More	12 Months or More Imprisonment
Offence	Act	Age of Offender	Age of Victim or Other Party					
Care workers for persons with mental disorder	Sexual Offences Act 2003 S.38 to 41	18 or Over	Any		✓ or	✓ or	✓	
Paying for sexual services of a child under 16	Sexual Offences Act 2003 S.47	Under 18	Any					✓
Administering a substance with intent	Sexual Offences Act 2003 S.61	18 or Over	Under 16	✓				
Committing an offence W/I to commit a sexual offence	Sexual Offences Act 2003 S.62	Under 18	Under 16					✓

		Criteria						Threshold					
Offence	Act	Age of Offender	Age of Victim or Other Party	No threshold	All offenders	30 Months or More Imprisonment or Admitted to a Hospital Subject to	Detained in Hospital	Any Term of Imprisonment	Community Sentence of 12	12 Months or More Imprisonment			
		18 or Over	18 or Over				✓ or	✓ or	✓				
		Under 18	Any							✓			
Trespass with intent to commit a sexual offence	Sexual Offences Act 2003 S.63	18 or Over	Under 18	✓									
		18 or Over	18 or Over				✓ or	✓ or	✓				
		Under 18	Any							✓			
Sex with an adult relative: penetration	Sexual Offences Act 2003 S.64	18 or Over	18 or Over				✓ or	✓					
		Under 18	18 or Over							✓			
Sex with an adult relative: consenting to penetration	Sexual Offences Act 2003 S.65	18 or Over	18 or Over				✓ or	✓					
		Under 18	18 or Over							✓			

		Criteria						Threshold					
Offence	Act	Age of Offender	Age of Victim or Other Party	No threshold All offenders	30 Months or More Imprisonment or Admitted to a Hospital Subject to	Detained in Hospital	Any Term of Imprisonment	Community Sentence of 12	12 Months or More Imprisonment				
Exposure	Sexual Offences Act 2003 S.66	18 or Over	Under 18	✓									
		18 or Over	18 or Over			✓ or	✓ or	✓					
		Under 18	Any						✓				
Voyeurism	Sexual Offences Act 2003 S.67	18 or Over	Under 18	✓									
		18 or Over	18 or Over			✓ or	✓ or	✓					
		Under 18	Any						✓				
Intercourse with an animal	Sexual Offences Act 2003 S.69	18 or Over	Any			✓ or	✓						
		Under 18	Any						✓				
		18 or Over	Any										
Sexual penetration of a corpse	Sexual Offences Act 2003 S.70	18 or Over	Any			✓ or	✓						
		Under 18	Any						✓				
		Under 18	Any						✓				

* Taking, Distributing, Showing, Advertising, Making, Possessing with a view to distribute and permitting the taking.

Schedule 15 Criminal Justice Act 2003

Specified Violent and Sexual Offence (England and Wales for Purpose of MAPPA)

OFFENCE	ACT
Murder	
Attempt to commit murder	
Conspiracy to commit murder	
Manslaughter	
Kidnapping	
False imprisonment	
Soliciting murder	Offences Against the Person Act 1861 S.4
Threats to kill	Offences Against the Person Act 1861 S.16
Wounding with intent to cause grievous bodily harm	Offences Against the Person Act 1861 S.18
Malicious wounding	Offences Against the Person Act 1861 S.20
Attempting to choke, suffocate or strangle in order to commit or assist in committing an indictable offence	Offences Against the Person Act 1861 S.21
Using chloroform etc. to commit or assist in the committing of any indictable offence	Offences Against the Person Act 1861 S.22
Maliciously administering poison etc. so as to endanger life or inflict grievous bodily harm	Offences Against the Person Act 1861 S.23
Abandoning children	Offences Against the Person Act 1861 S.27
Causing bodily injury by explosives	Offences Against the Person Act 1861 S.28
Using explosives etc. with intent to do grievous bodily harm	Offences Against the Person Act 1861 S.29
Placing explosives with intent to do bodily injury	Offences Against the Person Act 1861 S.30
Setting spring guns etc. with intent to do grievous bodily harm	Offences Against the Person Act 1861 S.31
Endangering the safety of railway passengers	Offences Against the Person Act 1861 S.32
Injuring persons by furious driving	Offences Against the Person Act 1861 S.35
Assaulting officer preserving wreck	Offences Against the Person Act 1861 S.37
Assault with intent to resist arrest	Offences Against the Person Act 1861 S.38
Assault occasioning actual bodily harm	Offences Against the Person Act 1861 S.47
Causing explosion likely to endanger life or property	Explosive Substances Act 1883 S. 2

OFFENCE	ACT
Attempt to cause explosion, or making or keeping explosive with intent to endanger life or property	Explosive Substances Act 1883 S.
Child destruction	Infant Life (Preservation) Act 1929 S. 1
Cruelty to children	Children and Young Persons Act 1933 S. 1
Infanticide	Infanticide Act 1938 S. 1
Possession of firearm with intent to endanger life	Firearms Act 1968 S. 16
Possession of firearm with intent to cause fear of violence	Firearms Act 1968 S. 16A
Use of firearm to resist arrest	Firearms Act 1968 S. 17(1)
Possession of firearm at time of committing or being arrested for offence specified in Schedule 1 to that Act	Firearms Act 1968 S. 17(2)
Carrying a firearm with criminal intent	Firearms Act 1968 S. 18
Robbery or assault with intent to rob	Theft Act 1968 S. 8
Burglary with intent to- (a) inflict grievous bodily harm on a person, or (b) do unlawful damage to a building or anything in it.	Theft Act 1968 S. 9
Aggravated burglary	Theft Act 1968 S. 10
Aggravated vehicle-taking involving an accident which caused the death of any person.	Theft Act 1968 S. 12A
Arson	Criminal Damage Act 1971 S. 1
Destroying or damaging property other than an offence of arson.	Criminal Damage Act 1971 S. 1(2)
Hostage-taking	Taking of Hostages Act 1982 S. 1
Hijacking	Aviation Security Act 1982 S. 1
Destroying, damaging or endangering safety of aircraft	Aviation Security Act 1982 S. 2
Other acts endangering or likely to endanger safety of aircraft	Aviation Security Act 1982 S. 3
Offences in relation to certain dangerous articles	Aviation Security Act 1982 S. 4
Ill-treatment of patients	Mental Health Act 1983 S. 127
Prohibition of female circumcision	Prohibition of Female Circumcision Act 1985 S. 1

OFFENCE	ACT
Riot	Public Order Act 1986 S 1
Violent disorder	Public Order Act 1986 S 2
Affray	Public Order Act 1986 S 3
Torture	Criminal Justice Act 1988 S. 134
Causing death by dangerous driving	Road Traffic Act 1988 S. 1
Causing death by careless driving when under influence of drink or drugs	Road Traffic Act 1988 S. 3A
Endangering safety at aerodromes	Aviation and Maritime Security Act 1990 S. 1
Hijacking of ships	Aviation and Maritime Security Act 1990 S. 9
Seizing or exercising control of fixed platforms.	Aviation and Maritime Security Act 1990 S. 10
Destroying fixed platforms or endangering their safety	Aviation and Maritime Security Act 1990 S. 11
Other acts endangering or likely to endanger safe navigation	Aviation and Maritime Security Act 1990 S. 12
Offences involving threats	Aviation and Maritime Security Act 1990 S. 13
Putting people in fear of violence	Protection from Harassment Act 1997 S. 4
Racially or religiously aggravated assaults	Crime and Disorder Act 1998 S. 29
Racially or religiously aggravated offences under section 4 or 4A of the Public Order Act 1986 (c. 64)).	Crime and Disorder Act 1998 S. 31(1)(a) or (b)
Offences relating to Channel Tunnel trains and the tunnel system	Channel Tunnel (Security) Order 1994 (S.I. 1994/570 Part II
Genocide, crimes against humanity, war crimes and related offences, other than one involving murder.	International Criminal Court Act 2001 S. 51 or 52
Female Genital Mutilation	Female Genital Mutilation Act 2003 S. 1
Assisting a girl to mutilate her own genitalia	Female Genital Mutilation Act 2003 S. 2
Assisting a non-UK person to mutilate overseas a girl's genitalia	Female Genital Mutilation Act 2003 S. 3
Rape	Sexual Offences Act 1956 S. 1
Procurement of woman by threats	Sexual Offences Act 1956 S. 2
Procurement of woman by false pretences	Sexual Offences Act 1956 S. 3
Administering drugs to obtain or facilitate intercourse	Sexual Offences Act 1956 S. 4
USI (girl under 13)	Sexual Offences Act 1956 S. 5
USI (girl under 16)	Sexual Offences Act 1956 S. 6
Intercourse with a defective	Sexual Offences Act 1956 S. 7
Procurement of a defective	Sexual Offences Act 1956 S. 9

OFFENCE	ACT
Incest by man	Sexual Offences Act 1956 S.10
Incest by a woman	Sexual Offences Act 1956 S.11
Indecent assault on a woman	Sexual Offences Act 1956 S.14
Indecent assault on a man	Sexual Offences Act 1956 S.15
Assault with intent to commit buggery	Sexual Offences Act 1956 S.16
Abduction of woman by force or for the sake of her property	Sexual Offences Act 1956 S.17
Abduction of unmarried girl under 18 from parent or guardian	Sexual Offences Act 1956 S.19
Abduction of unmarried girl under 16 from parent or guardian	Sexual Offences Act 1956 S.20
Abduction of defective from parent or guardian	Sexual Offences Act 1956 S.21
Causing prostitution of women	Sexual Offences Act 1956 S.22
Procuration of girl under 21	Sexual Offences Act 1956 S.23
Detention of a woman in brothel	Sexual Offences Act 1956 S.24
Permitting a girl under 13 to use premises for intercourse	Sexual Offences Act 1956 S.25
Permitting a girl under 16 to use premises for intercourse	Sexual Offences Act 1956 S.26
Permitting a defective to use premises for intercourse	Sexual Offences Act 1956 S.27
Causing or encouraging the prostitution of, intercourse with or indecent assault on a girl under 16	Sexual Offences Act 1956 S.28
Causing or encouraging prostitution of defective	Sexual Offences Act 1956 S.29
Soliciting by men	Sexual Offences Act 1956 S.32
Keeping a brothel	Sexual Offences Act 1956 S.33
Sexual intercourse with a patient	Mental Health Act 1959 S.128
Indecent conduct towards young child	Indecency with Children Act 1960 S.1
Procuring others to commit homosexual acts	Sexual Offences Act 1967 S.4
Living on earnings of male prostitution	Sexual Offences Act 1967 S.5
Burglary with intent to commit rape	Theft Act 1968 S.9
Inciting girl under 16 to have incestuous sexual intercourse	Criminal Law Act 1977 S.54

OFFENCE	ACT
Taking, distributing, showing, advertising, making, possessing with a view to distribute and permitting the taking of indecent photographs of children	Protection of Children Act 1978 S.1
Penalty for fraudulent evasion of duty in relation to indecent or obscene articles	Customs and Excise Management Act 1979 S. 170
Possession of indecent photographs of children	Criminal Justice Act 1988 S.160
Rape	Sexual Offences Act 2003 S.1
Assault by penetration	Sexual Offences Act 2003 S.2
Sexual Assault	Sexual Offences Act 2003 S.3
Causing a person to engage in sexual activity without consent	Sexual Offences Act 2003 S.4
Rape of a child under 13	Sexual Offences Act 2003 S.5
Assault of a child under 13 by penetration	Sexual Offences Act 2003 S.6
Sexual assault of a child under 13	Sexual Offences Act 2003 S.7
Causing or inciting a child under 13 to engage in sexual activity	Sexual Offences Act 2003 S.8
Sexual activity with a child	Sexual Offences Act 2003 S.9
Causing or inciting a child to engage in sexual activity	Sexual Offences Act 2003 S.10
Engaging in sexual activity in the presence of a child	Sexual Offences Act 2003 S.11
Causing a child to watch a sexual act	Sexual Offences Act 2003 S. 12
Child sex offences committed by children or young persons	Sexual Offences Act 2003 S.13
Arranging or facilitating the commission of a child sex offence	Sexual Offences Act 2003 S.14
Meeting a child following sexual grooming etc.	Sexual Offences Act 2003 S.15
Abuse of a position of trust: sexual activity with a child	Sexual Offences Act 2003 s.16
Abuse of a position of trust: causing or inciting a child to engage in sexual activity	Sexual Offences Act 2003 s.17
Abuse of a position of trust: sexual activity with a child	Sexual Offences Act 2003 s.18
Abuse of a position of trust: sexual activity in the presence of a child	Sexual Offences Act 2003 s.19
Sexual Activity with a child family member	Sexual Offences Act 2003 S.25

OFFENCE	ACT
Inciting a child family member to engage in sexual activity	Sexual Offences Act 2003 S.26
Sexual activity with a person with a mental disorder impeding choice	Sexual Offences Act 2003 S.30
Causing or inciting a person with a mental disorder impeding choice to engage in sexual activity	Sexual Offences Act 2003 S.31
Engaging in sexual activity in the presence of a person with a mental disorder impeding choice	Sexual Offences Act 2003 S.32
Causing a person with a mental disorder impeding choice to watch a sexual act	Sexual Offences Act 2003 S.33
Inducement, threat or deception to procure sexual activity with a person with a mental disorder	Sexual Offences Act 2003 S.34
Causing a person with a mental disorder to engage in or agree to engage in sexual activity by inducement, threat or deception	Sexual Offences Act 2003 S.35
Engaging in sexual activity in the presence, procured by inducement, threat or deception, of a person with a mental disorder	Sexual Offences Act 2003 S.36
Causing a person with a mental disorder to watch a sexual act by inducement, threat or deception	Sexual Offences Act 2003 S.37
Care workers: sexual activity with a person with a mental disorder	Sexual Offences Act 2003 S.38
Care workers: causing or inciting sexual activity	Sexual Offences Act 2003 S.39
Care workers: sexual activity in the presence of a person with a mental disorder	Sexual Offences Act 2003 S.40
Care workers: causing a person with a mental disorder to watch a sexual act	Sexual Offences Act 2003 S.41
Paying for sexual services of a child under 16	Sexual Offences Act 2003 S.47
Causing or inciting child prostitution or pornography	Sexual Offences Act 2003 S.48
Controlling a child prostitute or a child involved in pornography	Sexual Offences Act 2003 S.49
Arranging or facilitating child prostitution or pornography	Sexual Offences Act 2003 S.50

OFFENCE	ACT
Causing or inciting prostitution for gain	Sexual Offences Act 2003 S.52
Controlling prostitution for gain	Sexual Offences Act 2003 S.53
Trafficking into the UK for sexual exploitation	Sexual Offences Act 2003 S.57
Trafficking within the UK for sexual exploitation	Sexual Offences Act 2003 S.58
Trafficking out of the UK for sexual exploitation	Sexual Offences Act 2003 S.59
Administering a substance with intent	Sexual Offences Act 2003 S.61
Committing an offence with intent to commit a sexual offence	Sexual Offences Act 2003 S.62
Trespass with intent to commit a sexual offence	Sexual Offences Act 2003 S.63
Sex with an adult relative: penetration	Sexual Offences Act 2003 S.64
Sex with an adult relative: consenting to penetration	Sexual Offences Act 2003 S.65
Exposure	Sexual Offences Act 2003 S.66
Voyeurism	Sexual Offences Act 2003 S.67
Intercourse with an animal	Sexual Offences Act 2003 S.69
Sexual Penetration of a corpse	Sexual Offences Act 2003 S.70
An offence of- (a) aiding, abetting, counselling, procuring or inciting the commission of an offence specified in this Part of this Schedule, (b) conspiring to commit an offence so specified, or (c) attempting to commit an offence so specified	

Glossary of Terms

ACPO	Association of Chief Police Officers
DTC	Duty to Co-operate
EM	Electronic Monitoring
GM	Genetically Modified
IDVA	Independent Domestic Violence Advisor
IMCA	Independent Mental Capacity Act Advocate
MAPP	Multi Agency Public Protection
MAPPA	Multi Agency Public Protection Arrangements
MARAC	Multi Agency Risk Assessment Conference
NSPCC	National Society Prevention of Cruelty to Children
OASys	Offender Assessment System
OGRS	Offender Group Reconviction Scale
OCU	Operational Command Unit
PDP	Potentially Dangerous Person
RA	Responsible Authority
RM2000	Risk assessment method used for sexual offenders
RMP	Risk Management Plan
RSO	Registered Sexual Offender
SARA	Spousal Risk Assessment
SARN	Structured Assessment of Risk and Need
SMB	Strategic Management Board
SFO	Serious Further Offence
VCO	Victim Contact Officer
ViSOR	Violent and Sex Offender Register
VLO	Victim Liaison Officer
YJB	Youth Justice Board
YOT	Youth Offending Team

Central Points of Contact

MAPPA Co-ordination Unit

Alresford Police Station

Station Road

Alresford

S024 9JG

Tel. 02380 604762

Email. mappa@hampshire.pnn.police.uk

Hampshire Probation Area

Director of Offender Management

Friary House

Middle Brook Street

Winchester

S023 8DQ

Tel. 01962 842202

Hampshire Constabulary

Chief Superintendent

Community Safety Unit

Police Headquarters

West Hill

Winchester

S022 5DB

Tel. 0845 045 45 45

