

Hampshire and the Isle of Wight



Annual Report 2014-2015



Introduction



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Chair - Hampshire and Isle of Wight MAPPA Strategic Management Board

Welcome to this year's annual report for the Hampshire and Isle of Wight Multi-agency Strategic Management Board which brings together senior leaders from the key agencies with responsibility for managing violent and sexual offenders who pose a risk to the community.

This report is designed to both demonstrate the accountability of MAPPA to the public and to provide reassurance that the work is being done in an efficient and effective manner. It highlights some of the key achievements for the MAPPA SMB during the past year and also sets out our aspirations for the coming twelve months and the wider development of MAPPA into the future

Over the past year, the SMB has ensured that the quality of multi-agency practice in respect of risk assessment, planning and risk management has continued to be achieved to a high standard. We remain committed to ensuring that our management of the risks posed is achieved with a balance of rehabilitative measures, where they are appropriate and an offender is willing to engage, coupled with robust enforcement, disruption and protective measures where these are deemed necessary to protect the public. In particular we need to ensure that victims, children and vulnerable adults are properly safeguarded to provide every possible level of protection.

I would like to take this opportunity to thank all staff across all partnership agencies for their ongoing commitment and hard work in protecting the public. The SMB would particularly like to recognise the invaluable contribution which Anne Johnson, our lay advisor, has made during the past 7 years as her tenure shortly comes to an end. During her time with us she has contributed to all aspects of the Board's work and has served as a supportive and challenging 'critical friend' on behalf of the public.

In the coming year the MAPPA SMB will strive to build upon our achievements and ensure that public protection remains our highest priority. I believe we should be proud of the work undertaken by both the board, and particularly by our staff, and I commend this report to you.

What is MAPPA?

MAPPA background

- (a) MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders (MAPPA-eligible offenders) under the provisions of sections 325 to 327B of the Criminal Justice Act 2003.
- (b) They bring together the Police, Probation and Prison Services in each of the 42 Areas in England and Wales into what is known as the MAPPA Responsible Authority.
- (c) A number of other agencies are under a Duty To Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Trusts, Youth Offending Teams, Job Centre Plus and Local Housing and Education Authorities.
- (d) The Responsible Authority is required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from each of the Responsible Authority and duty to co-operate agencies.
- (e) Lay Advisers are members of the public with no links to the business of managing MAPPA offenders and act as independent, yet informed, observers; able to pose questions which the professionals closely involved in the work might not think of asking. They also bring to the SMB their understanding and perspective of the local community (where they must reside and have strong links).

How MAPPA works

- MAPPA-eligible offenders are identified and information about them is shared by the agencies in order to inform the risk assessments and risk management plans of those managing or supervising them.
- In the majority of cases that is as far as MAPPA extends but in some cases, it is determined that active multi-agency management is required. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.
- There are 3 categories of MAPPA-eligible offender: **Category 1** - registered sexual offenders; **Category 2** – (in the main) violent offenders sentenced to imprisonment for 12 months or more; and **Category 3** – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm.
- There are three management levels intended to ensure that resources are focussed upon the cases where they are most needed; generally those involving the higher risks of serious harm. **Level 1** involves ordinary agency management (i.e. no MAPPA meetings or resources); **Level 2** is where the active involvement of more than one agency is required to manage the offender but the risk management plans do not require the attendance and commitment of resources at a senior level. Where senior oversight is required the case would be managed at **Level 3**.

MAPPA is supported by ViSOR. This is a national IT system for the management of people who pose a serious risk of harm to the public. The police have been using ViSOR since 2005 but, since June 2008, ViSOR has been fully operational allowing, for the first time, key staff from the Police, Probation and Prison Services to work on the same IT system, thus improving the quality and timeliness of risk assessments and of interventions to prevent offending. The combined use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when these high risk offenders move, enhancing public protection measures. All MAPPA reports from England and Wales are published online at: www.justice.gov.uk

MAPPA Statistics

Hampshire and the Isle of Wight

MAPPA-eligible offenders on 31 March 2014

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1690	327	-	2017
Level 2	38	43	15	96
Level 3	1	1	1	3
Total	1729	371	16	2116

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

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	121	135	28	284
Level 3	3	3	5	11
Total	124	138	33	295

RSOs cautioned or convicted for breach of notification requirements

203

Restrictive orders for Category 1 offenders

SOPOs, NOs & FTOs imposed by the courts

SOPOs	146
NOs	4
FTOs	0

Level 2 and 3 offenders returned to custody				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	11	31	1	43
Level 3	0	1	0	1
Total	11	32	1	44
Breach of SOPO				
Level 2	5	-	-	5
Level 3	0	-	-	0
Total	5	-	-	5

Total number of Registered Sexual Offenders per 100,000 population	101
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This figure has been calculated using the Mid-2014 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics on, excluding those aged less than ten years of age.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2015 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2014 to 31 March 2015.

(a) MAPPA-eligible offenders – there are a number of offenders defined in law as eligible for MAPPA management, because they have committed specified sexual and violent offences or they currently pose a risk of serious harm, although the majority (97 % this year) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

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

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

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

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

(f) Sexual Offences Prevention Order (SOPO) – a court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender’s behaviour in the community. The full order lasts for a minimum of five years, and can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender loitering near schools or playgrounds. If the offender fails to comply with (i.e. breaches) the requirements of the order, he can be taken back to court and may be liable to up to five years’ imprisonment.

(g) Notification Order – this requires sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.

(h) Foreign Travel Orders – these prevent offenders with convictions for sexual offences against children from travelling abroad where this is necessary to protect children from the risk of sexual harm.

MAPPA in Hampshire and the Isle of Wight

Key Achievements during the past year

Over the past year both the Responsible Authorities and the Duty to Cooperate agencies have continued to work closely together to ensure that MAPPA arrangements enhance the management of MAPPA offenders. All agencies involved do not simply share information, but use it to develop a well thought-through joint risk management plan.

To best achieve robust scrutiny of, and support for, frontline practice, two sub-groups have been further developed to ensure that policies are appropriately implemented. The Serious Case Review Group thoroughly examines the circumstances of all offenders subject to MAPPA arrangements being arrested for a fresh offence and robustly reviews professional practice and any emerging lessons for best practice. The second group, the Delivery Group, is responsible for identifying any areas of good practice (either locally or nationally) and working to implement it across Hampshire and the Isle of Wight.

We are pleased to have hosted a facilitated focus day for Board members to plan the development of MAPPA across Hampshire and the Isle of Wight and to ensure that we work most effectively as a team. This has contributed to the SMB Business Plan objectives for 2015 -16.

Once again this year the MAPPA Coordinator has ensured that all MAPPA partnership agencies, both Duty to Cooperate and third-sector agencies have had the training their staff need to play an active part in the risk management process. This training is funded directly by the MAPPA SMB and has included: Adult and Children's Services, Community and Prison Mental Health Staff, Hampshire Fire and Rescue Staff, Multi Faith Safeguarding leads, Armed Forces personnel and Housing Service providers.

Additionally, following the introduction of the Active Risk Management System (ARMS) risk assessment tool, all Hampshire Constabulary Offender Managers have been trained in its use and training to National Probation Service staff has recently commenced. This assessment tool, used during home visits to offenders, assists in developing a robust risk management plan which identifies key risk factors and any potential protective factors which may reduce that risk.

A jointly funded National Offender Management Service and NHS England Personality Disordered Offenders Project now assists professionals in managing offenders diagnosed with Personality Disorders by providing Offender Managers with advice to develop strategies that enhance the likelihood of engaging offenders in addressing their offending. Furthermore, the Police and Crime Commissioner funded Stalking Clinic meets regularly to assess the risk posed by the offender and provides a multi-agency risk management plan to advise professionals and to ensure robust support for victims.

We have strengthened our audit procedures by increasing their frequency and by focusing on specific aspects of Offender Management. To date these have included transfer procedures between MAPPA organisations, including cross-border working and the effective use of the VISOR case recording system Police, Probation and Prisons.

We have hosted thematic MAPPA visits by both Her Majesty's Inspectorate of Constabularies and Her Majesty's Inspectorate of Probation and await the national findings.

Continuing professional development days have been held covering areas including sex offender psychology, stalking, intelligence gathering, child sexual exploitation, mental health, and cyber crime.

All the above practice is supported by the skilled chairing of complex MAPPA meetings which discuss individual offenders. To develop this, the MAPPA coordinator has delivered a number of nationally accredited training courses to both new chairs and minute takers to help ensure consistency across the county. Importantly the quality of the minutes of these meetings is scrutinized during the MAPPA audit procedures.

Our goals for the next 12 months

The Board's plans for the coming 12 months are published in detail within the SMB Annual Business Plan 2015-16 to meet both national and local objectives:

We are currently in the process of recruiting two new lay advisors volunteers to bring the voice of the community to the Strategic Management Board. Lay advisors are appointed by the Secretary of State to play a valuable role in bringing a perspective to the MAPPA process that is different to that of the professional agencies within MAPPA and to act as a 'critical friend.'

In further developing our work to meet with the Care Act 2015, front-line staff are to be further trained in identifying and responding to safeguarding concerns in respect of both adults and children.

We will also consider the adoption of the 4 Pillars risk assessment and management tool developed nationally to lead to more focused risk assessment and management plans and ensure that the whole of the MAPPA partnership are putting plans in place to directly impact on the risk the individual poses.

All National Probation Service Offender Managers will be trained in the use of ARMS and we quality assure ARMS risk management plans developed to date by Hampshire Constabulary Offender Managers.

Work is ongoing with the Local Criminal Justice Board Offender Management Strategic Group to examine how IOM and MAPPA schemes interact and can best work closely together in managing offenders.

We will implement the Board's recently developed Communications Strategy to disseminate important messages to professionals, the public and victims, linking to national initiatives as appropriate.

We will also ensure that the SMB sub-groups continue to develop and drive delivery and disseminate any learning from Serious Case Reviews, both nationally and locally, and SMB audits. We will ensure that each group continues to achieve representation across DTC agencies and from around the two counties.

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