

Protection through partnership

# Derbyshire

Multi Agency Public Protection Arrangements

# 2005/6

Annual Report

# Contents

<a href="#">Ministerial foreword</a>	3
<a href="#">Introduction</a>	4
<a href="#">Achievements over the year</a>	5
<a href="#">Sentencing dangerous offenders</a>	5
<a href="#">Offenders under MAPPA</a>	7
<a href="#">Sexual offenders</a>	7
<a href="#">Violent offenders and other sex offenders</a>	8
<a href="#">Other potentially dangerous offenders</a>	9
<a href="#">The MAPPA partnership</a>	9
<a href="#">The process of risk assessment and management</a>	10
<a href="#">Consulting victims</a>	13
<a href="#">Protecting children and the vulnerable</a>	14
<a href="#">Approved premises</a>	15
<a href="#">If a serious offence happens</a>	15
<a href="#">MAPPA statistical information</a>	16
<a href="#">Commentary</a>	17
<a href="#">The SMB and business planning</a>	17
<a href="#">Business Plan</a>	20
<a href="#">Business Area 1</a>	22
<a href="#">Business Area 2</a>	23
<a href="#">Business Area 3</a>	24
<a href="#">Business Area 4</a>	24
<a href="#">Business Area 5</a>	25
<a href="#">Mappa the first years</a>	26
<a href="#">Introduction</a>	27
<a href="#">The national MAPPA statistics</a>	27
<a href="#">A Year of Challenges</a>	32
<a href="#">Actions to develop MAPPA</a>	33
<a href="#">Contacts</a>	35

## Ministerial foreword

Making our communities safer and reducing re-offending is our highest priority and one of our biggest challenges. That is why the work undertaken through these multi-agency public protection arrangements (MAPPA) is so important. The supervision and management of sexual and violent offenders who pose the highest risk of serious harm, whether in the community or in custody, is complex and challenging; and is an aspect of public service where the public rightly expects all reasonable action to be taken.

Although we have made significant progress in the last five years with the development of MAPPA across England and Wales, the review this year of a number of tragic incidents where people have been murdered or seriously injured reminded us of the importance of reviewing performance, improving practice and learning lessons. It is vital that these tasks are undertaken by the probation, police and prison services, as well as by those other agencies that contribute to the assessment and management of offenders. The publication of MAPPA Business Plans by each Area in this year's annual reports offers a helpful and necessary programme of local development and review and must lead to enhanced practice. It will be essential that this progress is transparent and shared with local communities.

In addition to this, however, it is important that no opportunity is missed to consider other measures that will further enhance public

safety. That is why we are undertaking the Child Sex Offender Review, to look at how a particular group of offenders, who provoke anxiety for many, are best managed in the community. The review is consulting a wide range of practitioners and key stakeholders including the MAPPA lay advisers, and will report around the end of the year.

Finally, in commending this report to you, I want to take the opportunity to thank all those involved locally in working with sexual and violent offenders, or in ensuring that these arrangements are fit for purpose. Where MAPPA is working well it is based on maintaining high professional standards and effective multi-agency collaboration in the delivery of robust risk management plans. While it is not possible to eliminate risk entirely, where all reasonable action is taken the risk of further serious harm can be reduced to a minimum and fewer victims will be exposed to repeat offending.

**Gerry Sutcliffe MP**

Parliamentary Under Secretary of State  
for Criminal Justice and Offender Management

## Introduction

This year marks the fifth anniversary of the introduction of Multi Agency Public Protection Arrangements (MAPPA). In this report you can read about the progress that has been made both in Derbyshire and across England and Wales.

MAPPA continue to grow and develop as all the agencies concerned in their operation learn more about managing sexual and violent offenders. This past year has seen the publication of national reports into cases that have gone badly wrong, with tragic consequences. Each of these has served to remind us of the importance of what we do, and to reinforce our determination to work together ever more effectively.

During the year we were one of eight areas whose arrangements were inspected by HM Inspectorates of Constabulary, Prisons, and Probation. Their findings and recommendations were published shortly before this Annual Report. Much good practice was identified in Derbyshire, including the work of the Strategic Management Board (SMB); our arrangements for managing those offenders who pose the highest risk of harm to victims and the public; the oversight given to the assessment and management of risk by the Probation Service; and the way that Derbyshire Constabulary's Dangerous Persons Management Unit works.

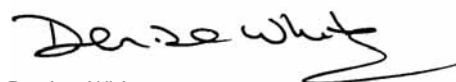
Nevertheless there are, as ever, lessons to be learned, and we will be sure to embed them into the practice of MAPPA, using the SMB to oversee the process.

For the first time this year's report also includes our MAPPA Business Plan. Production and publication of a business plan is a new requirement for all areas. It gives focus and direction to our work and provides a means of checking that we are achieving what we set out to do. Delivery of improvements in 2006/07 will also be supported by the launch of the National Offender Management Service's (NOMS) risk of harm guidance and training resources, and through the publication of the Association of Chief Police Officers guidance manual on public protection. As we look ahead, the extension of the ViSOR database to prisons and probation services as well as the Police will enhance further our capability to work together.

As well as being interesting and informative, we hope this report offers reassurance that a commitment to public protection is paramount in the work of all agencies involved in MAPPA.



David Coleman  
Chief Constable



Denise White  
Chief Officer of Probation



Bob Perry  
Area Manager HM Prison Service East Midlands

# Achievements over the year

Multi Agency Public Protection Arrangements have been in place for five years. Our arrangements in Derbyshire, and the work we do in assessing and managing serious offenders continues to develop. Although MAPPA have sometimes been described as a world leading system for managing sexual and violent offenders, there are always new challenges as we strive to improve what we are doing to reduce re-offending and to protect individuals and communities.

## Among the developments this past year we have seen:

An increase in the number of offenders dealt with under the arrangements to around 1000, including a continuing 13% annual rise in the number of registered sex offenders. Less than 0.3% of the offenders included under the arrangements committed a further serious offence

Implementation of the public protection sentencing provisions of the Criminal Justice Act 2003, designed to strengthen how serious sexual and violent offenders are dealt with

A pro-active approach to secure more Sexual Offences Prevention Orders (SOPO's) which may place added restrictions on those who may pose a risk of harm to others

A restructuring of functions within Derbyshire Constabulary which has drawn together a number of related units under a single public protection section

A comprehensive revision by the Probation Service of its risk assessment and public protection procedures, integrating offender management and risk assessment processes with MAPPA

Steps that will strengthen the central co-ordination of the arrangements, particularly at Levels 2 and 3 and the recording of information about offenders onto the ViSOR (Violent and Sex Offender Register) database.

The development of a communications strategy to enhance awareness of MAPPA,

and explain the scope - and limits - of risk management

The continued building of links between MAPPA and the new Local Safeguarding Childrens Boards in Derby and Derbyshire, which have replaced the previous Area Child Protection Committees

A visit by HM Inspectorates of Constabulary and Probation as part of a Joint Thematic Inspection into Public Protection. This helpfully identified some areas to which further attention should be given, but also offered a positive evaluation of aspects of our public protection work including the work of the Strategic Management Board; our Level 3 arrangements; the oversight given to the assessment and management of risk in the Probation Service, and the way Derbyshire Constabulary's Dangerous Persons Management Unit works

## Sentencing dangerous offenders

Keeping the public safe begins with the sentencing of dangerous offenders.

From April 2005 the Courts have enjoyed new powers to deal with those who have committed the most serious sexual and violent crimes.

Courts must now impose a life sentence for an offence of murder and a number of other serious offences if that is the maximum penalty allowed by law and the court is satisfied the defendant presents a significant risk of causing further serious harm to members of the public.

This will mean that an offender spends the whole of the rest of their life under the sentence. A few will never be released from prison; those who are will always be on a Licence, so they can be recalled to prison at any time if they do something to suggest they are still a risk.

**Serious Harm** means death or serious personal injury whether physical or psychological S 224(3) Criminal Justice Act 2003

Where an offender is convicted of an offence that carries a maximum penalty of 10 years imprisonment or more and the court assesses that they pose a significant risk of harm there is also a new sentence of Indeterminate Public Protection (IPP). Although the Court will set a 'tariff' for the offence - that is, a minimum time to be served in custody - the offender will not be released into the community until the Parole Board decides it is right and safe to do so. For some prisoners that point may never come. And those who are released will be supervised for not less than 10 years afterwards, with the constant possibility of being recalled to prison if their behaviour suggests a risk to the public.

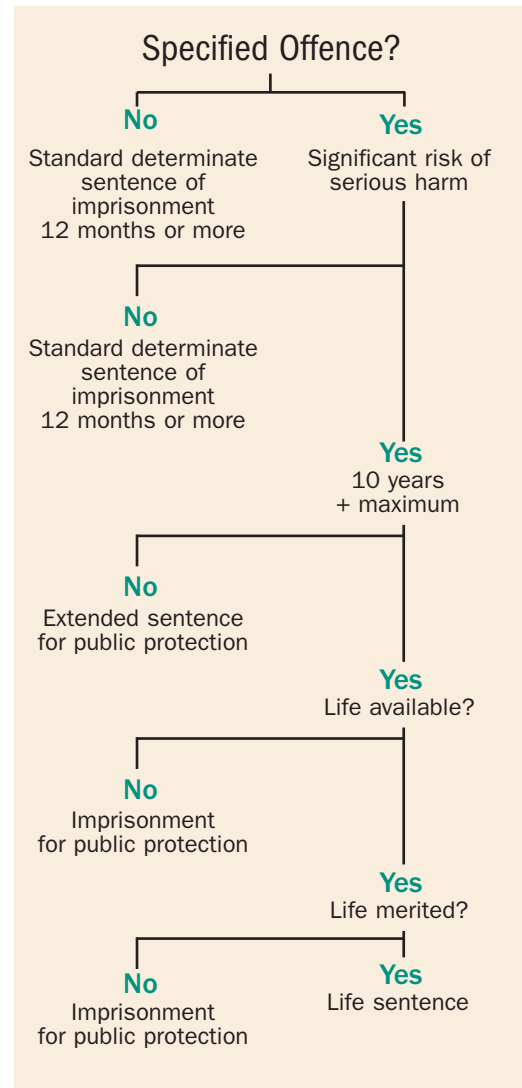
For sexual and violent offences that attract a maximum sentence of less than 10 years the Courts must now impose an extended sentence for public protection (EPP) if they find that the offender presents a significant risk of committing another specified offence that would result in serious harm.

It is a conviction for one of more than 150 different sexual and violent offences to which these different sentences can apply that provides the basis for many offenders inclusion within MAPPA. All offenders sentenced to one years imprisonment or more for one of these offences will be identified as persons to be subject to public protection arrangements in the community when - or if - they are released.

But for some time to come there will also be substantial number of offenders included under the arrangements who were dealt with under the sentencing structure that applied to serious offences before April 2005. Some of these offenders may be subject to extended periods of supervision by order of the courts, whilst others will have been given standard sentences that include a Licensed release. All will be included under public protection arrangements, and those who pose a higher risk of harm are likely to be subject to multi agency risk management arrangements.

And lastly there are some offenders given a community sentence which will see them included under MAPPA, either because they are registered sex offenders, or they are assessed as posing a high risk of harm, even though the relative seriousness of their offence did not in the courts view justify a custodial sentence.

## Sentencing dangerous offenders from April 2005



# Offenders under MAPPA

Multi Agency Public Protection Arrangements (MAPPA) have been set up in order to co-ordinate the assessment and management of the risks posed by sexual, violent or other offenders who may cause serious harm to members of the public. The arrangements cover those who have been convicted, or - in a very small number of cases - cautioned, for a relevant offence.

Three groups of offenders are covered.

## Registered sex offenders

The requirement that offenders convicted or cautioned for certain sexual offences must provide their details to the Police started in 1997. The Sexual Offences Act 2003 tightened the notification requirements and increased the offences covered. There are now 44 different offences that can lead to a registration requirement. In some cases registration is automatic, whilst in others there is a threshold based on the age of the offender, the victim, or type and length of sentence imposed.

The duration of the registration period is linked to the sentence imposed by a Court, or the caution or reprimand given.

30 months or more imprisonment (including Life or IPP)	Indefinite
Hospital admission subject to a restriction order	Indefinite
Less than 30 months but over 6 months imprisonment	10 Years
6 months imprisonment or less	7 Years
Hospital admission without restriction order	7 Years
Cautioned	2 Years

Conditional discharge
Period of Discharge
Any other disposal (eg community order or fine)
5 Years

**Except for indefinite registrations and discharges these periods are halved for offenders aged under 18 years.**

Due to the different lengths of the registration periods we are continuing to see an increase in the total number of registrations because the figure is cumulative, and the number will grow until the point in time is reached when the number of new registrations is the same as the number of offenders whose registration period has come to an end.

Persons convicted of offences outside the UK can be brought under the registration requirements if a Court make a Notification Order following application by the Police.

### **31 March 2006 there were 628 Registered Sex Offenders in the community**

In Derbyshire and in the UK as a whole there is a very high level of compliance with the registration requirements.

### **15 Offenders breached for non-compliance with registration**

There is no 'typical' sex offender. Although almost all are male they are socially, ethnically and in other ways as diverse as the communities in which they live. They do not all pose the same likelihood of re-offending, or present an equal risk of harm, for example to children. Some may never commit a sexual or other offence again. Others are unlikely to re-offend unless there is a change of circumstances. A number may be prepared to take the chance to offend if an opportunity arises, whilst a few might actively work to create the conditions in which they can do so.

Only a very small number of sex offenders are mentally ill, and even then their offending may not be linked to this. Sex offending is not an illness, and is not susceptible to medical cure. But constructive and restrictive steps can be taken to change and control how offenders think and act. If it becomes apparent that an offender is engaging in patterns of behaviour

that are linked to offending, or may be preparatory to it, the Police can for instance, apply to the Court for a Sexual Offences Prevention Order, which is a civil preventative order that prohibits the individual from doing anything named in the Order.

A SOPO can last from 5 years up to an indefinite period if the court decides.

#### **42 SOPO's made in Derbyshire during 2005/06 1 offender sent to prison for breach of SOPO**

Breach of an Order is punishable by up to 5 years imprisonment, or a fine, or both, just like a failure to comply with a registration requirement.

#### **Some conditions that might be included in Sexual Offences Prevention Orders:**

Entering in or on any park, amusement arcade, public swimming pool or other recreation area designated for use by children or young persons under the age of 18, or going within 50 metres thereof

Having with him outside his place of residence any photographic equipment or other technology capable of capturing an image

Following, harassing or intimidating a female or seeking to do so by any means whatsoever

Seeking or being in the company of any person recognised by a statutory agency as being a 'vulnerable' person

It is also possible for a SOPO to be made at the time of sentencing. The increased number of SOPO's seen in Derbyshire over the past year largely results from an initiative by Derbyshire Constabulary, working with partner agencies, to identify cases appearing before the courts where an order may help to protect the public and assist with the future management of the offender.

Derbyshire Constabulary is the agency primarily responsible for monitoring registered sex offenders and SOPO's and for enforcing any breaches of the requirements, but are assisted in this work by the collaborative work that takes place through MAPPA.

Registered Sex Offenders are described under MAPPA as 'Category 1' offenders.

## **Violent offenders and other sexual offenders**

A conviction for some sexual offences does not result in a registration requirement. And there are also offenders who can cause serious harm through other kinds of violence.

There are over 60 different violent offences that can lead to an offenders inclusion under MAPPA; the majority have committed an offence such as assault, wounding, affray or robbery, though this category also includes the small number of offenders convicted of murder.

If the offender is convicted for a specified offence and receives a custodial sentence of 12 months imprisonment or more they are included under the arrangements so that plans can be made for the protection of victims and the public, along with the re-integration of the offender into the community when they are released on Licence.

#### **359 Violent Offenders and Other Sex Offenders managed during the year**

Under the sentencing arrangements that applied to offences committed before April 2005 the period that an offender is managed on Licence in the community depends upon the length of the original sentence. Offenders sentenced to under 4 years imprisonment spend half that period in prison and are then automatically released on Licence.

If sentenced to 4 years imprisonment or more a release at the mid-point of sentence only takes place if approved by the Parole Board, who have the responsibility of assessing the offenders risk of harm and likelihood of re-offending. The Parole Board is assisted in reaching its decision by reports prepared by the Probation Service, various departments within the Prison, and other material, including information that can be submitted on behalf of victims. If the Parole Board decides that the offender cannot be released then automatic release does not take place until the two-thirds point of sentence, after which there is a standard Licence period.

This sentence structure applies in the same way to prisoners sentenced to 12 months or more imprisonment upon conviction for an offence that triggers a sex offender registration requirement.

All these offenders are managed and supervised by the Probation Service, (or where the offender is under 18, by the Youth Offending Service), except for those who are given a Hospital Order and come under social supervision by the Mental Health Service.

The frequency of contact under supervision is directly linked to the assessed risk of serious harm that an offender presents. Licences contain a number of standard conditions. By placing requirements upon the offender these contribute to their management and the prevention of re-offending. Depending upon the nature and type of offending a number of extra conditions can also be added - both constructive and restrictive.

Additional conditions:

attend appointments with a psychiatrist/psychologist/medical practitioner and co-operate fully with any care or treatment they recommend

notify your supervising officer of any developing relationships

provide your supervising officer with details of any vehicle you own, hire, or have use of, prior to any journey taking place

If an offender does not co-operate or comply with the Licence and supervision conditions they will be recalled to prison. In the case of the highest risk offenders the recall decision is made within 2 hours of a request being made. Recall can help to prevent or disrupt re-offending.

#### **64 Offenders managed at MAPPAs Levels 2 and 3 recalled to custody for breach of Licence**

Under MAPPAs violent offenders and non-registered sex offenders are referred to as 'Category 2' offenders.

## Other 'potentially dangerous offenders'

Not all offenders who might be considered a risk to the public are convicted of very serious offences. Some may come to the notice of the criminal justice system and partner MAPPAs agencies for a relatively lesser offence.

These other offenders who are assessed as

posing a potential high risk of harm can also be included within MAPPAs.

Examples include:

persons whose inclusion under Category 1 or 2 has ended, yet are assessed as still posing a risk of serious harm;

persons convicted of sexual, violent or other offences but the sentence imposed does not bring them within the scope of Categories 1 or 2;

offenders convicted for domestic violence or abuse if not covered by Categories 1 or 2;

perpetrators of serious hate crimes, if not included under any other category;

organised criminals whose activities may result in major harm to the public

Inclusion of offenders under this category ends when the risk of harm is re-assessed to Medium or Low, or where there are no further effective risk management measures that can be taken

These other offenders are known as 'Category 3' offenders for public protection purposes

## The MAPPAs partnership

Because MAPPAs are concerned with the protection of victims and the public from the risks posed by convicted offenders, the primary responsibility for the arrangements has been given to the Police, Prison and Probation Services jointly.

The **Police** has a commitment to protect the citizens it serves through reducing violent crime and the fear this causes in communities. The safest possible management of those identified as serious sexual or violent offenders is central to this responsibility. In order to deliver this management there is a daily need to work with all its partners to achieve a reduction in the risk of re-offending.

With responsibilities for the offender management of adult offenders, the **Probation Service** seeks to prevent re-offending, and protect the public from harm. The Service prepares reports to assist the Courts when

sentencing offenders and to help the Parole Board reach their decisions on the release of prisoners. It is responsible for the supervision of offenders on community sentences, and of those released on Licence in the later stages of a custodial sentence. In providing interventions with offenders the Service works in partnership with other providers.

The Service also has a responsibility to offer a service to the victims of sentenced sexual and violent offenders.

**Youth Offending Teams** have an equivalent role with offenders under 18 years of age.

The **Prison Service**, aims to assist offenders to live useful and law abiding lives, and has responsibility for containing and managing prisoners upon whom custodial sentences have been passed by the Courts. The operational contribution of the Prison Service to MAPPAs includes the prompt and accurate identification of relevant offenders; monitoring their behaviour during sentence, sharing risk assessments with the Police and Probation Services; contributing to pre-release MAPPAs meetings and making planned arrangements for the offenders release

But effective protection for individuals and communities may require the resources and skills of other agencies as well.

The **Mental Health Services** when offenders have mental health problems, including psychiatric illnesses or certain personality disorders

**Social Services** (both children's and adult social care) if there are child safeguarding or vulnerable adult issues, or where the offender is themselves in receipt of services

**Education Services** in certain cases that involve child safeguarding, or where young people in schooling are offenders

**Local Authority Housing Services** and housing associations who with their local knowledge will often be best placed to identify the safest achievable accommodation in which offenders can be resettled, taking account of the whereabouts of victims, and the location of community facilities such as schools and playing areas. The housing of some offenders is challenging, but unless offenders have a place to live they are less well monitored, other

interventions are less likely to be successful and the public as a whole will be at greater risk

**Department of Work and Pensions**, which through Job Centre Plus, applies relevant restrictions to offers of employment and training made to offenders

The **NSPCC**, who in Derbyshire provide a specialist sex offender assessment service, and in partnership with the Probation Service deliver a community sex offender groupwork programme for adult sex offenders. This is consistent with the charity's commitment to end child cruelty

Apart from the NSPCC these additional services have a duty to co-operate. Working together through MAPPAs means that more can be done to protect the public than could ever happen by single agencies working alone.

## The process of risk assessment and management

Once sexual and violent offenders have been identified, we bring information together so that an assessment can be made of whether the offender is likely to commit another similar offence, and how serious the harm might be if they do. Although assessments are carried out in a structured and systematic way the prediction of future behaviour is not an exact science. It is because offenders are not all the same and we cannot predict future behaviour with certainty that a risk assessment is needed. Those who are thought to present the highest risk can then receive the greatest attention.

Risk assessments are conducted using a number of accredited tools; these either compare facts about the individual against what is known about similar offenders who have gone on to commit more offences in the past, or bring together previous details with information about the offenders present circumstances known to be linked to the likelihood of re-offending. The Offender Assessment System - OASys - used by the Probation and Prison Services is considered to be the most comprehensive assessment tool of its kind anywhere in the world. The Youth

Offending Services uses a similar document, ASSET, which is suitable for assessing younger offenders. Sex offenders are additionally assessed by the Police using Risk Matrix 2000, whilst domestic abuse perpetrators are assessed using SARA - the Spousal Abuse Risk Assessment. We will also look at what the offender thinks about their offending and the reasons for it, along with information from their victims.

To these can be added other assessments, from the agencies who come together under MAPPA, including those from the Prison Service, and specialist psychiatric or psychological reports.

Every offender included under MAPPA is then managed at one of three levels.

Level 1
Standard (or 'Ordinary') Management, conducted in the main by one agency
Level 2
Local (Inter-Agency) Risk Strategy Meetings held on the 4 Police and Probation Divisions within Derbyshire
Level 3
Multi Agency Public Protection Panel, serving the whole City and County

Offenders assessed as Medium or Low risk, are managed at Level 1 of the arrangements. Some high risk offenders will also be managed at Level 1 after they have been considered at Level 2 and only one agency is involved in their management, or the risks are being dealt with through another framework such as child safeguarding arrangements, or the Mental Health Services Care Programme Approach (CPA).

Even when offenders are managed at Level 1 there may be information exchange and liaison between agencies. There are regular meetings on each Police Division to look at whether there is fresh information from different agencies about registered sex offenders, for whom Derbyshire Constabulary are the lead agency.

Where offenders are assessed as posing a high or very high risk of harm they are referred to a Level 2 Local Risk Strategy Meeting, which decides whether a multi agency risk management plan is required to deliver what is

needed if members of the public are to be protected.

### **242 Offenders managed through Level 2 Arrangements in the course of the year**

In the case of high risk sexual offenders, the individual will be managed at Level 2 for at least as long as both the police and probation services are involved.

The most critical, complex or notorious cases which pose the most significant risk are referred to the Level 3 Multi Agency Public Protection Panel (MAPPP). In Derbyshire the Panel meets monthly, or at other times if required.

### **34 Cases managed at Level 3 during 2005/06**

The purpose of Level 2 and 3 meetings is to bring together the key agencies who have a part to play in assessing and managing the offender, and then co-ordinate the work that is done. Good communication is at the heart of what happens.

MAPPA meetings will also make recommendations on the disclosure of information about the offender to other people, including members of the public, if this is necessary to protect someone from being harmed.

The successful management of high risk offenders usually brings together restrictive and constructive interventions.

Restrictive interventions, as reflected in Licence conditions and civil preventative orders place constraints on what an offender can do, with the intention of controlling behaviour; this is combined with monitoring of the offenders activities and behaviour. Restrictive interventions help to reduce the possible risk of harm.

Constructive interventions help towards changing an offenders behaviour and lower the likelihood of re-offending. They include direct individual work with offenders to alter their behaviour, by for example including them in accredited programmes; addressing behaviours linked to re-offending like alcohol or substance misuse; improving employability, or assisting an offender to obtain and keep suitable housing.

Offenders are managed under MAPPA at the level which provides the contributions from the core partners to match what is needed to lower

the likelihood of re-offending and reduce the risk of harm. The intention is that as the measures put into place take effect the level of management can be reduced over time.

## Programmes for Offenders

### **Community Sex Offender Groupwork**

**Programme** – adult offenders convicted of sexual offences against either child or adult victims, or both

**Controlling Anger and Learning to Manage** – offenders convicted of offences that result from 'expressive' violence

**Integrated Domestic Abuse Programme** – for those whose offending involves domestic violence and abuse

**Offender Substance Abuse Programme** – offenders whose offending is connected to drug taking or alcohol misuse

**Drink Impaired Drivers Programme** – offenders convicted of driving with excess alcohol. In some cases this may be 'displaced' offending that is linked to anger control issues e.g. domestic conflict and violence

### **Case Study 1**

Amy was sentenced to 7 years imprisonment for her part in serious drug offences. Her lifestyle had become characterised by violence, and drug and alcohol misuse. When first released on Licence it had been necessary to recall her to prison for making threats to kill. The Prison Service recognised that Amy was a person of concern. In the period before she was to be re-released a MAPPA Level 2 meeting was held which brought together representatives from the Police, Probation and Prison Services along with Mental Health and Support workers. It was agreed that Amy posed a high risk of serious harm to others, and – in view of her history of self-harm and suicide attempts – was also at very high risk of harming herself.

A release and risk management plan was put in place which clearly set out what was expected of Amy, whilst identifying the contributions that each of the agencies would make to her management. This was co-ordinated by

the agencies keeping in contact with each other and further MAPPA review meetings. The Licence conditions and arrangements for supervision by the Probation Service provided the framework for control and help. After release the local authority housing department offered Amy a tenancy, with a support package through an independent sector provider to help stabilise her circumstances.

Amy was seen by the community mental health team and attended appointments with a consultant psychiatrist, as well as with a GP. Her thoughts of suicide and acts of self-harm steadily reduced. Work with drug and alcohol services addressed substance misuse.

Factors directly linked to the risk of causing harm to others and herself were therefore addressed and Amy did not come to the further attention of the Police.

### **Case Study 2**

Dale was convicted for offences of indecent assault on a 8 year old boy and a 12 year old girl. The Court sentenced him to a Community Rehabilitation Order for 3 years, and as a result he was required to register his details with the Police for 5 years. Because of the age of the victims Dale was identified as a person who could present a risk of harm to children.

Because of his limited level of understanding it was not possible to include Dale in the Community Sex Offender Programme, so advice and assistance was obtained from the Lucy Faithfull Foundation, a national charity and practice centre of excellence in the field of working with sex offenders.

Dales management in the community was co-ordinated through MAPPA meetings that included the Probation and Police Services, Social Services and Housing. The Probation Service managed the Order and worked with Dale on the risk of re-offending. Social Services worked with members of Dales extended family, and

the local authority re-housed Dale into suitable accommodation with independent sector support and monitoring.

The Police oversaw Dales compliance with sex offender registration and his behaviour in the community with the help of information from other partners, information was also given to Dale's employer to ensure that he did not have contact with children through his work.

Dale completed the Order without re-offending, and complied with the sex offender registration.

## Consulting victims

Under MAPPA the Probation Service has a duty to contact the victims of any violent or sexual offender, of any age, who has been given a custodial sentence of 12 months or over for a relevant offence. Victims should be contacted within 56 days of sentence being imposed. During 2005 this responsibility was extended to cover the victims of offenders who have been detained under a Hospital Order due to mental illness or other disability at the time of their offending.

It is for victims and survivors themselves to decide whether they want to take up the service that is offered. If at first they decide not to do so, they can still request it later.

Although the liaison officers work for the Probation Service they have contact only with victims and families, not with the offenders themselves.

Victims circumstances can be very different. Some will not have known the offender before they became an unexpected victim or crime, whilst others may have been acquainted with the offender in some way, or even been in a close or trusting relationship, which the offender has abused or betrayed.

All are entitled to be:

- kept informed of the stages of sentence being served
- asked if they would wish to have specific conditions added to the offenders eventual release
- invited to have their views made known to

the Prison Governor or Parole Board who make decisions about the offenders release, including extra conditions that can be placed on them

- informed that the offender is being released
- told when a Hospital Order is coming to an end
- notified of any conditions that affect them or their family

Conditions to protect victims:

not seek to approach or communicate with (named person(s)) without the prior approval of your supervising officer (and/or the appropriate Social Services Department)

not to enter the area of (specified) as defined on the attached map without prior approval

Information from victims can also help with the assessment of an offenders risk so that not only they but other people too can be better protected from harm.

From April 2006 the needs and interest of victims are addressed in a new code of practice that applies across the criminal justice system.

Victim Support Derbyshire, part of the national charity Victim Support, provides advice and support to victims of crime, and through the related Witness Service to those giving evidence at court. Victim Support is also represented on the Derbyshire MAPPA Strategic Management Board.

### Victim Contact Example

The victim of an offender sentenced to 3 years imprisonment for numerous offences of assault was contacted after sentence by the Probation Services Victim Liaison Officer. Sustained efforts had previously been made by the Police's Domestic Violence Unit to secure the evidence and support the victim in getting the case to court.

Due to protracted domestic abuse the victim had experienced mental health problems and was in receipt of treatment under a section of the Mental Health Act. As a further consequence it had been necessary for the victim's children to be

removed from her care and placed with relatives.

The VLO initially worked alongside the DV officer to build an understanding with the victim, and later with the social worker involved with the children. As the victims mental health improved through working with the Mental Health Service the children were gradually returned to their mother's care by the Social Services Department.

As the time for the offenders release approached decisions were taken through a MAPPA Level 2 meeting on a risk management plan. This included a request for the Prison Service to include extra conditions in the offenders release Licence:

- Not to contact the victim
- Not to go into a designated area around the victims address
- To attend the Integrated Domestic Abuse Programme

The victim was made aware of the conditions that affected her, and was kept informed after the offender was released. She was also put in touch with a voluntary sector advice and support group.

The offender complied with the Licence, including attendance at the IDAP

number of regulated positions that are likely to give access to children, such as:

- any hospital, residential, nursing or care home mainly or exclusively for children
- an institution which is for the detention of children
- an educational institution
- a children's or voluntary home
- a position whose normal duties include work on day care premises, or caring for, training, supervising or being in sole charge of children
- a position whose normal duties include supervising or managing an individual in their work in a regulated position

Disqualified persons also cannot take up a role as:

- member of a school governing body
- member of a relevant local government body
- charity trustee of a children charity, etc

A Disqualification Order lasts for life unless the offender successfully applies to a tribunal for it to be lifted by demonstrating they no longer present a risk to children. A disqualified person commits an offence if they transgress the order.

When an offender has been given a sentence of 12 months imprisonment or more and the time for release on Licence is approaching attention will be given to conditions that can be added to the Licence. For high risk offenders this will usually be discussed and reviewed at a MAPPA meeting.

Licence Conditions to Protect Children:

not to undertake work or other organised activity which will involve a person under the age of [x] either on a paid or unpaid basis

not to stay (not even to stay for one night) in the same household as any child under the age of [x]

not to have unsupervised contact with children under the age of [x] without the prior approval of your supervising officer and the Social Services Department  
not to enter or remain in sight of any childrens play area/swimming baths/school, etc

not to use a computer or other electronic device for the purpose of accessing the

## Protecting children and the vulnerable

Not every sexual or violent offender presents a direct risk of harm to children. But if children or vulnerable adults have been harmed or abused, whether by someone they have known and perhaps trusted - as is often the case - or by a stranger, it is important that steps are taken both to protect the victim, and place restrictions on the offender so they have fewer opportunities to offend again in future.

If someone is convicted of a listed offence involving children that results in a custodial sentence of 12 months or more the court can impose a Disqualification Order, which bars that person from taking paid or voluntary work in a

internet or to have access to messaging services or any other on-line message board/forum or community

These conditions are designed to afford protection both to known children who may be at risk, and protect children in general. Where it is a specific child who could be at risk the Licence conditions and risk management plan under MAPPA are intended to complement and reinforce steps that can be taken to protect a child under local safeguarding children (formerly known as child protection) arrangements.

Where there is evidence that a relevant offender is acting in a way to suggest there is an increasing risk to children the Police can apply to the Court for a Sexual Offences Prevention Order, which contains similar conditions to those of a Licence, in order to restrain the offenders patterns of activity or behaviour.

## Approved premises

Managed by the Probation Service, Approved premises - previously known as bail or probation hostels - provide controlled accommodation for offenders under supervision, particularly a number of those who have been released on Licence. They provide a greater degree of supervision than is possible in most other forms of housing and give an opportunity both to monitor and support the offenders safe resettlement.

Approved Premises offer a staged return to the community, affording significant additional oversight of the offender activities; this provides a valuable opportunity for the Probation Service and Police to assess the offenders behaviour and motivation.

Approved Premises are a vital part of the public protection process. As well as helping to monitor the offenders compliance with supervision and Licence conditions residence at a hostel is also covered by explicit rules and standards of expected behaviour: this includes not acting in a way as to cause disruption within the premises or in the neighbourhood.

Failure to comply with the hostel rules, such as not returning between specific hours, renders the offender liable to sanctions, including recall

to prison if they are on Licence.

In Derbyshire there is a single approved premise, which serves the City and County.

### Case Study 3

John was convicted for assault and the attempted or actual rape of females not known to him, and sentenced to 16 years imprisonment. As a result he will be required to register his details and significant movements to the Police for the rest of his life.

During the prison sentence John attended specialist therapy groups. Eventually he applied for and was granted release by the Parole Board, subject to a number of additional conditions.

The planning for John's release was co-ordinated through MAPPA Level 3 meetings. Initially placed under enhanced supervision restrictions John moved into Approved Premises. The victims were kept informed, where this had been requested.

Within a relatively short time there were concerns about John's demeanour and patterns of behaviour.

As a result pro-active efforts were made by all key agencies to bring together information, which resulted in evidence that although he had not committed any offence John had not been truthful and was in breach of the Licence conditions. He was therefore promptly recalled to prison.

## If a serious offence happens

Community agencies, particularly the criminal justice services, must take all reasonable steps to make sure that the risk of harm to the public is kept to a minimum. We give greater attention to those who have been assessed as presenting a higher risk because we know that it is these offenders who are more likely to be responsible for further serious offences unless proper measures are taken. But despite all the steps that are taken a number of offenders may still go on to commit another offence that causes harm to victims. And there will be

other offenders who have not previously committed a very serious sexual or violent offence, or were assessed on the basis of existing information as presenting a lower risk, who go on to do so.

Offending is the responsibility of the offender, and nothing that is undertaken under MAPPA or by the individual agencies alters this. The purpose of the risk management measures we put in place is precisely to hold the offender to account and in practical ways strengthen their personal responsibility for how they live their lives; this includes not re-offending in a similar way again.

If an offender who has been subject to the arrangements is charged with a serious offence it is important to look at how well they were assessed and managed in order to confirm whether this happened correctly, and to see if any lessons can be learnt that will help with managing other offenders and protecting the public in future.

### 3 Offenders managed at Level 2 or 3 charged with a Serious Further Offence in 2005/06

If an offender is charged with a serious offence, and they are under supervision to the National Probation Service a mandatory procedure is followed to review how the case has been managed. The findings from these reviews will be reported to the MAPPA Strategic Management Board, as well as the Derbyshire Probation Board.

If a high risk sex offender being managed at MAPPA Level 3 or 2 is convicted of a serious offence and the Probation Services procedure does not apply the MAPPA Strategic Management Board may seek a review of how the case was managed.

The SMB is also looking to adopt a new system of serious case reviews, when proposals are received from the Home Office.

We also try to learn and apply the lessons of reviews into serious further offences that are carried out elsewhere in the country.

## MAPPA statistical information

Derbyshire Area 1 April 2005 - 31 March 2006

### Category 1: Registered Sex Offenders (RSO's)

The number of RSO's living in the area on 31 March 2006

A Division	<b>119</b>	B Division	<b>58</b>	C Division	<b>190</b>	D Division	<b>261</b>	Total	<b>628</b>
------------	------------	------------	-----------	------------	------------	------------	------------	-------	------------

The number of RSO's per 100,000 head of population **64**

The number of RSO's having a registration requirement who were either cautioned or convicted for breaches of requirements **15**

The number of: Sexual Offences Prevention Orders applied for **42**

Interim SOPO's granted **1**

Full SOPO's imposed **42**

Notification Orders applied for **1**

Interim Notification Orders granted **0**

Full Notification Orders imposed **1**

Foreign Travel orders applied for **0**

FTO's imposed **0**

### Category 2: Violent Offenders and Other Sexual Offenders (VSOs)

The number of violent offenders and other sexual offenders

(as defined by section 327 (3), (4) & (5) of the Criminal Justice Act 2003) living in the area **359**

### Category 3: Other Offenders (Oth O)

The number of 'other offenders'

(as defined by section 325 (2) (b) of the Criminal Justice Act 2003) **64**

# MAPPA statistical information

Derbyshire Area 1 April - 31 March 2006

## Offenders managed through Level 3 (MAPPP) & Level 2 (local inter-agency risk strategy meetings)

		Level 3	Level 2
The number of offenders in:	Category 1 RSO	23	106
	Category 2 V&O	6	77
	Category 3 Oth O	5	59
	<b>Total</b>	<b>34</b>	<b>242</b>
Number of cases managed:			
	Returned to custody for breach of a Licence	4	60
	Returned to custody for breach of a Restraining Order or Sexual offences Prevention Order	1	0
	Charged with a serious sexual or violent offence	2	1

## Commentary

The year under review saw an expected continuing increase in the total number of sex offender registrations – around 13% – added to those reported last year. This figure is cumulative and will rise for some years to come. Over time we are therefore gaining a fuller picture than we ever had in the past of the number of people with sexual convictions living in the community. Compliance with registration requirements remains high.

A new pro-active approach has seen a marked increase in the number of SOPO's obtained.

The apparent increase in the reported number of Category 2 and 3 offenders results from improvements in the reporting systems to identify these offenders, as too is the number of offenders shown as being managed through Level 2 of the arrangements.

A total of 34 offenders were managed at some point through Level 3 (the MAPPP): at any given time the number being managed at Level 3 was around 12-15 cases. Over 200 offenders were included at Level 2.

Vigilant supervision saw 64 offenders being managed either at Level 3 or Level 2 returned to custody. One registered sex offenders was sentenced to custody by the court for not complying with the terms of a SOPO.

It is always possible that some serious further offences will be committed; this year there were 3 cases – or about 0.3% of the entire number included under our Area arrangements.

## The SMB and business planning

As in all Areas of England and Wales our Public Protection arrangements in Derbyshire are overseen by a Strategic Management Board of senior officers, chaired on behalf of the Responsible Authority by an Assistant Chief Constable.

The membership of the SMB comprises representatives from:

### The Responsible Authority

- Derbyshire Constabulary
- National Probation Service, Derbyshire Area
- HM Prison Service (East Midlands Area)

assisted by two independent Lay Advisers appointed by the Home Secretary to represent the community interest

### Duty to co-operate partners

- Derby City, and Derbyshire County Youth Offending Services
- Derby City Council (Housing, Education and Social Services)
- Derbyshire District (Housing) Authorities
- Derbyshire County Mental Health NHS Trust
- Derbyshire Primary Care Trusts
- Derbyshire County Council Social Services Department

### Voluntary co-operating partners

- NSPCC

### Other stakeholder partners

- Victim Support Derbyshire

The Area MAPPA Manager, and Detective Chief

Inspector, Public Protection provide support to the work of the Board.

The Board meets four times a year. Its responsibilities include:

Directing the continuing development of the arrangements resulting from further legislation, national policy or guidance and from monitoring the local arrangements. This is achieved mainly through business planning, which is becoming formalised in 2006/07 with the publication of our plan with the annual report

Monitoring and evaluating how the Arrangements are working, including the number of offenders being managed, any serious further offences, and points that have been identified from individual cases which exemplify wider issues that need attention,

Fostering connexions with the Area Criminal Justice Board, Crime and Disorder Reduction Partnerships, the Derby and Derbyshire Safeguarding Childrens Boards, and other related arrangements

Publication of the Annual Report and other information about MAPPA

Training arrangements which support working together under the arrangements

The Lay Advisers role is to advise the MAPPA Responsible Authority by bringing a community perspective to the review of the arrangements and giving constructive criticism and suggestions on how they should develop. This is being taken forward in a number of ways, including the independent review of how a number of Level 3 and 2 offenders have been managed through the arrangements.

### Lay Adviser Comment

Having very thoroughly studied the Public Protection practices within Derbyshire's MAPPA against the backdrop of Home Office expectations and other Counties' practices, I now know Derbyshire's MAPPA officials to be exemplary in their determination to ensure that the public risk from released dangerous offenders is as minimal as possible.

In this respect it is also the case that they are prepared to go beyond HO requirement and allow non-statutory, voluntary activities - eg. informal discussions with groups of the public, designed to present a more positive, reassuring picture and make it possible for them to have confidence that Risk Assessment and Risk Management is rigorously practised in Derbys. The groups I have talked with have readily discussed many of the issues involved ...many are grateful to find some reassurance to counterbalance the daily depressing bombardment from the media. It is very worthwhile. I think the public may also readily be persuaded to contribute to Circles of Support should the SMB consider the experiment

**M. Whitehead**  
Lay Adviser



Derbyshire

Multi Agency Public Protection Arrangements

2006/7

Business Plan

Derbyshire Multi Agency Public Protection Arrangements (MAPPA) are established in accordance with Sections 325-327 Criminal Justice Act 2003, and Section 69 Criminal Justice and Court Services Act 2000, for the purpose of assessing and managing the risks posed by sexual, violent and other dangerous offenders who may cause serious harm to the public.

The Responsible Authority (RA) for MAPPA in Derbyshire is the Chief Constable, the Derbyshire Probation Board and the Area Manager, HM Prison Service (East Midlands) [on behalf of the Minister of the Crown exercising functions in relation to prisons], acting jointly. The RA is assisted by Lay Advisers appointed by the Home Secretary to represent the community interest. The RA recognises a fundamental duty to deliver effective public protection through multi-agency public protection arrangements, working in partnership with social care and other agencies having a duty to co-operate. Integral to the purpose of the arrangements is protection and re-assurance for the victims of relevant offenders, and public awareness and confidence in the public protection work of the MAPPA partners.

This Business Plan identifies priorities for action that will be taken forward by the RA through the MAPPA Strategic Management Board during 2006/07, aimed towards achieving outcomes of:

- Protection of the public from serious harm, especially victims, children, vulnerable adults, and other 'at risk' persons or groups
- Controlled criminality and the reduction of crime and re-offending
- Community safety
- Offenders awareness of the effects of crime on victims and the public
- Public confidence in the criminal justice system and understanding of the public protection work of agencies
- Compliance with the legal and human rights of victims, offenders and members of the community

#### **Business Area 1**

MAPPA Development

---

#### **Business Area 2**

Monitoring & Evaluation Strategy

---

#### **Business Area 3**

Strategic Partnerships

---

#### **Business Area 4**

Communications

---

#### **Business Area 5**

Training & Development

---

# Business Area 1

## MAPPA Development

Objective(s)	Source	Produced
For the accountability of the MAPPA SMB to be demonstrated through reporting arrangements to the RA and Dtc agencies	SMB Members	Quarterly
For MAPPA partners to report on agency risk assessment and management procedures and processes, with reference to MAPPA	RA/Dtc SMB Members	Quarter 4
To establish a Steering and Implementation group to support the work of the SMB	Police; Probation; Prisons + Dtc partners	Quarter 1
To achieve enhanced integration of processes within the joint MAPPA Co-ordination/Central Public Protection Unit	RA (Police & Probation) /MAPPA Co-ordination	Quarter 4
To additionally resource the MAPPA Co-ordination/Central Public Protection Unit through appointment of: <ul style="list-style-type: none"> <li>• a second MAPPA Administrator</li> <li>• a third Public Protection (ViSOR) Administration Officer in order to <ol style="list-style-type: none"> <li>(i) strengthen the recording of data and exchange of information between core partners</li> <li>(ii) support the processes for assessing and managing relevant offenders, particularly at Levels 2 and 3</li> <li>(iii) enhance quality assurance of the arrangements</li> </ol> </li> </ul>	RA (+Dtc partners)	Quarter 2
For MAPPA Co-ordination to assume responsibility for administratively supporting Level 2 arrangements (in addition to Level 3)	RA/ MAPPA Co-ordination	from Quarter 2
To ensure that the arrangements support effective joint management of (convicted) high risk domestic violence offenders	RA + Dtc Partners	Quarter 2
To pilot the use of MAPPA in the management of serious organised criminals, as guided by national advice	RA/MAPPA Co-ordination	Quarter 2
To ensure that processes are in place to promote and sustain public protection sentencing, and the use of civil orders to protect the public, including: <ul style="list-style-type: none"> <li>• Disqualification Orders</li> <li>• Sexual Offences Prevention Orders</li> <li>• Notification Orders</li> <li>• Foreign Travel Orders</li> <li>• Risk of Sexual Harm Orders</li> </ul>	RA (Police/Probation) + YOS + Social Services (Children & Young Peoples Services)	from Quarter 1
To complete full back-record conversion and data cleansing of ViSOR	Police	Quarter 4
To prepare for introduction of ViSOR to the Probation Service	Probation/MAPPA Manager	Quarter 4 or as required
For MAPPA Co-ordination/Central Public Protection Unit to commence the recording of data on high risk MAPPA Category 2 and 3 nominals onto ViSOR, in line with national guidance	RA (esp. Police and Probation)/MAPPA Co-ordination	Quarter 3
To introduce updated MAPPA standard documentation, as agreed regionally, pending the implementation of national documents	RA: MAPPA Co-ordination	Quarter 2

## Business Area 2

### Monitoring & Evaluation Strategy

Objective(s)	Source	Produced
<p>For the SMB to receive quarterly monitoring information aligned to managing the performance of the Arrangements, including:</p> <ul style="list-style-type: none"> <li>• number of offenders included under the Arrangements</li> <li>• analysis of risk management thresholds at MAPPA Levels 2 and 3</li> <li>• attendance and engagement by partner agencies at MAPPA Levels 2 and 3</li> </ul>	MAPPA Co-ordination; Police; Probation; YOS; Mental Health	Quarterly
To agree and monitor local performance indicators, pending the implementation of national indicators	RA + Dtc	Quarter 2
To		
(i) receive the findings of Probation and YOS serious further offence reviews	RA: Probation; YOS	Quarterly
(ii) commission reviews of Category 1 offenders managed at Level 3 who commit serious further offences, as agreed by the SMB	Police	As directed
To receive and implement national guidance for Serious Case Reviews	RA + Dtc	When recieved
To establish a case quality review group comprising Lay Advisers (x2) and two members of the (Police) Independent Advisory Group	RA	Quarterly

## Business Area 3

### Strategic Partnerships

Objective(s)	Source	Produced
<p>To maintain and develop links between MAPPA Derbyshire and the Derby Safeguarding Childrens Board and Derbyshire SCB through</p> <ul style="list-style-type: none"> <li>• strategic and operational cross-membership</li> <li>• participation by the MAPPA Manager, as required, in SCB meetings</li> <li>• ensuring the cross-referencing between MAPPA etc and safeguarding of children in the Derby and Derbyshire Safeguarding procedures</li> <li>• ensuring the needs and interests of child victims (and vulnerable adults) are referenced in public protection work</li> <li>• shared/complementary training provision</li> </ul>	RA (Police; Probation; Prison)	On-going to March 2007 as required to March 2007 from Quarter 1 on-going
To maintain links with the Derby & Derbyshire Adult Protection Committee	RA	On-going to March 2007
To report upon MAPPA to the Derbyshire Criminal Justice Board	RA	March 2007
To inform CDRP's and Community Safety Partnerships of the work of MAPPA	RA	March 2007 Quarter 4
To initiate work to develop area wide arrangements for the safe housing of high risk offenders	RA + Dtc agencies (Housing Authorities; RSL's)	

## Business Area 4

### Communications

Objective(s)	Source	Produced
To publish an Annual Report (and Business Plan) in accordance with guidance issued by the Secretary of State	RA (Police; Probation; Prisons)	Directed by Secretary of State
To implement and review the SMB's Communication Strategy involving a range of media and material for identified audiences in order to promote awareness of MAPPA and multi-agency working	RA	From Quarter 1
To receive and implement elements of the national communications strategy	RA	By Quarter 4 or as received
For Lay Advisers to provide information, and briefings etc about MAPPA to community groups and organisations	RA (Lay Advisers)	From Quarter 1

## Business Area 5

### Training & Development

Objective(s)	Source	Produced
To establish a training managers group to develop and sustain a multi-agency training strategy	RA + Dtc agencies	By Quarter 2
For partner agencies to include MAPPA-related events in agency training programmes	RA + Dtc agencies	March 2007
To co-operate with other Areas in the region on MAPPA/Risk of Harm Training	RA + Dtc agencies	March 2007
To receive and introduce national training materials, (including computer based training packages)	RA	When received
To co-operate with related arrangements (cf business area 3) in providing joint/complementary training	RA + Dtc agencies	From Quarter 1

A National Overview of the Multi-Agency  
Public Protection Arrangements

2001/6

**MAPPA**  
the first 5 years

# Introduction

It is now just over 5 years since the implementation of the Criminal Justice and Courts' Services Act 2000 that led to the formation of the Multi-Agency Public Protection Arrangements, commonly known as MAPPA. As the national strategic body overseeing the implementation and development of these arrangements it is important for us to review the progress made, to identify the challenges ahead and set out the national plans for improvement. It is also an opportunity for the first time to provide a national commentary on the MAPPA annual statistics and to explain what they are telling us about the growth and complexity of these arrangements.

Much has been achieved in terms of enhancing public safety in the last 5 years and the arrangements are rightly described as world leading. Yet we are acutely conscious that a number of serious case reviews and other reports published this year indicate there is still much to do to ensure that the arrangements are fit for purpose and apply consistently across England and Wales. Unless those operating these arrangements ensure that all reasonable action is taken to reduce the harm caused by sexual and violent offenders they will have failed. While we recognise that it is never possible to eliminate risk entirely the public are entitled to expect the authorities to do their job properly. Making our communities safer and reducing re-offending is our highest priority and one of the greatest challenges facing the agencies and staff involved.

Over the last year all agencies responsible for establishing, maintaining or contributing to these public protection arrangements have been extremely busy: the probation service, the prison service, the police service who form the Responsible Authority in each area, plus the range of agencies who have a duty to co-operate in these arrangements and include health, housing, education, social services, youth offending teams, Jobcentre Plus, and electronic monitoring services.

In addition to the agencies, each area has this year benefited from the input of lay advisers. These are people recruited locally but appointed by the Secretary of State to offer key support to the strategic management of the MAPPA process. Their role is essentially to ask often fundamental questions of senior practitioners and bring a community

perspective to a process that could otherwise lose sight of its main function: to protect members of the public from serious harm. Together, all of those inputting to MAPPA have ensured that more high risk sexual and violent offenders have been identified and proactively managed this year than ever before.

## The national MAPPA statistics

As the scale and complexity of MAPPA has increased so the analysis of the annual report statistics has become more important in understanding local and national developments in these arrangements. The national analysis offered below, based upon reports from the areas, highlights a number of important trends, particularly in respect of the volume of referrals for multi-agency management at Level 2 and Level 3 (MAPPP), and the outcomes of that management.

### MAPPA Offenders

The number of offenders in the community that come within the remit of MAPPA increased this year, as anticipated, although the rate of that increase has slowed from last year (13% to 7%) - see Table 1. A number of factors may have contributed to this slow down. Firstly, the increase of registered sex offenders (RSOs) is much less than in previous years at just over 3%; secondly, fewer offenders than expected have been referred into MAPPA under Category 3. (These are those offenders who are neither registered sex offenders nor currently supervised by the probation service/youth offending team but do have a history of physical or sexual violence and are considered by the Responsible Authority to pose a current risk of serious harm to the public.) The reasons for these variations from expectation are unclear but the RSO variation may in part be due to a number of areas last year (2004/5) incorporating offenders who were still in prison and to refinements areas have continued to make to referral procedures and the management of risk thresholds. Registered Sex Offenders continue to form by far the largest category - see Chart 1.

**Table 1**

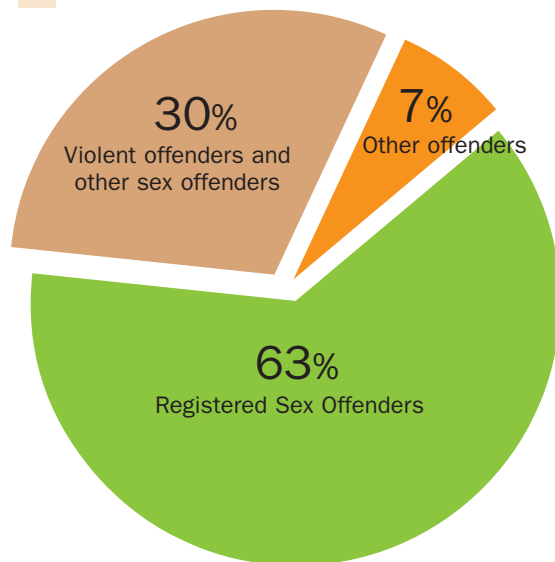
**Total number of MAPPA offenders in the community**

Category (% change)	2002-03	2003-04	2004-05	2005-06
1 Registered Sex Offenders (RSO)	21513	24572 14.22%	28994 18%	29973 3.38%
2 Violent offenders and other sex offenders	29594	12754* -56.9%	12662 -0.72%	14317 13.07%
3 Other offenders	1802	2166 20.2%	2936 35.55%	3363 14.54%
<b>Total</b>	<b>52909</b>	<b>39492</b> <b>-25.36%</b>	<b>44592</b> <b>12.91%</b>	<b>47653</b> <b>6.86%</b>

\* In 2003/4 the criteria for Violent offenders (Category 2) changed to exclude those offenders held in custody.

**Chart 1**

**Total number of MAPPA offenders in the community 2005/06**



**Registered Sex Offenders**

For the first time this year the MAPPA annual reports include a breakdown of the total RSO population for the basic policing units within each Area of England and Wales. This, together with the density of RSOs per 100,000 of the population, which ranges from 36/100,000 to 81/100,000 across the 42 Areas, illustrates the variable distribution of RSOs within the community. There are no obvious or simple explanations for the distribution of RSOs, which in any case is barely significant statistically.

**MAPPA management levels**

It is important to remember that the majority of offenders within MAPPA do not pose a significant risk of serious harm to the public and can therefore be properly managed through the normal supervision arrangements provided by the probation service, youth offending teams and by police sex offender registration. This is described as level 1 management and accounts for about 71% of the MAPPA population. However, for offenders whose risk of serious harm is high or complex and requires active management by more than one agency, referral

to Level 2 or Level 3 (MAPPP) meetings is vital. A case will generally only qualify for level 3 management where the intervention of senior agency representatives is required to effect the risk management plan with the authority to release or prioritise exceptional resources. Chart 2 shows the breakdown of management levels this year.

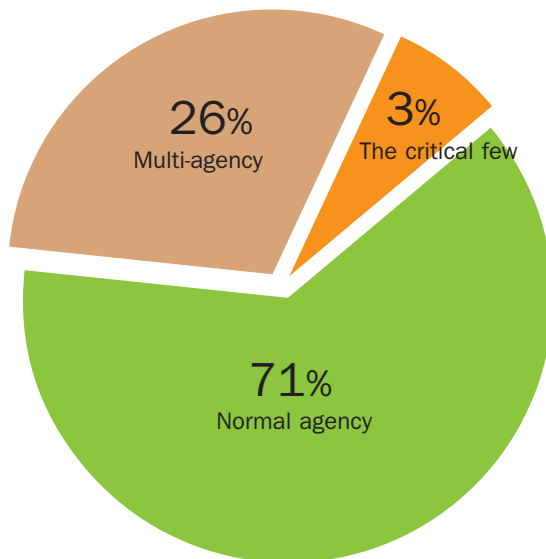
This is the second year in which both Level 2 and Level 3 (MAPPP) data has been available and Tables 2 and 3 illustrate the number of offenders now subject to collaborative/ multi-agency risk management (29% of the MAPPA total). For each of these 13,783 offenders agencies will be required to meet on a number of occasions and to progress actions that reduce the likelihood of re-offending. The tables also provide a fuller picture of the commitment and resources being provided by the Responsible Authority and other partner agencies within MAPPA. The Level 3 MAPPP the

highest level of risk management, continues to focus on the most complex offenders, sometimes referred to as the 'critical few', and involves senior managers within each area.

The use of Level 3 MAPPP has been refined over the last 3 years as part of a concerted effort to ensure that resources are focused where they can be most effective in enhancing public protection. This year they have been employed in under 3% of the total MAPPA caseload. At the same time, Level 2 risk management meetings, which are locally based, have increased in number (12,505) and become the engine room for MAPPA. Whilst there is an element of focus on level 3, all Areas have recognized the necessity of ensuring adequate management and administrative support for Level 2; and this is reflected in Business Plans.

### Chart 2

MAPPA offenders by management level 2005/06



**Table 2**

**Breakdown of level 2 and level 3 MAPPA offenders for 2005/6**

Category (% change)	Level 2	Level 3	Total
1 Registered Sex Offenders (RSO)	6014 12.62%	580 1.22%	6594 13.84%
2 Violent offenders and other sex offenders	4280 8.98%	506 1.06%	4786 10.04%
3 Other offenders	2211 4.64%	192 0.4%	2403 5.04%
<b>Total</b>	<b>12505</b> <b>26.24%</b>	<b>1278</b> <b>2.68%</b>	<b>13783</b> <b>28.92%</b>

**Table 3**

**Offenders referred to Levels 2 and 3 - comparison with last year**

Category (% change)	Level 2		Level 3	
	2004-05	2005-06	2004-05	2005-06
1 Registered Sex Offenders (RSO)	5381	6014 11.76%	626	580 -7.35%
2 Violent offenders and other sex offenders	3615	4280 18.39%	547	506 -7.49%
3 Other offenders	2292	2211 -3.53%	305	192 -37.05%
<b>Total</b>	<b>11288</b>	<b>12505</b> <b>10.78%</b>	<b>1478</b>	<b>1278</b> <b>-13.53%</b>

**Interventions and Outcomes**

Information about the scale and categories of offender is complemented by information on direct interventions and outcomes for this MAPPA managed group (ie those under Levels 2 and 3). These measures deal with breaches of licence and court order, with sex offender registration requirements and related court orders, and with further offending – see tables 4 and 5.

The headline figure is, no doubt, that reflecting the number of offenders who, while managed at levels 2 or 3, are charged with a serious sexual or violent offence. Compared with 2004/5, this year saw a reduction in the number of

serious further offences in this population from 79 (0.6%) to 61 (0.44%) cases this year. And the biggest impact was where you would want and expect it – with the more intensively managed Level 3 cases. On the face of it the figures are encouraging but they should be treated with caution for two reasons. Firstly, we have only collected the data for 2 years; secondly, with such small numbers any change can trigger a wholly disproportionate and misleading percentage variation. What is apparent, however, is that the figure is low and whilst any serious re-offending is a matter of great concern, such a low serious re-offending rate for this particular group of offenders is to be welcomed and supports the view that

MAPPA is making a real contribution to the management of dangerousness in communities.

The data relating to breach of licence and court orders is positive as this reflects an increase in action taken in level 2 and 3 cases prior to them having opportunity to commit serious further harm; ie to recall offenders to prison. A similarly encouraging picture emerges from a reading of the data on various sex offender provisions – see table 5. Action taken to

enforce the sex offender registration requirements through caution and conviction increased by 30% from last year and affected 1295 offenders, 4.3% of the total registered in the community. There was also considerable use made of the range of new civil orders available under the Sex Offences Act 2003 (sexual offences prevention orders, notification orders, foreign travel orders). In total 973 orders have been granted this year an increase of 446.

**Table 4**

**Outcome measures: Level 2 & Level 3 activity for 2005/6**

Category (% change)	Level 2		Level 3		Total	
	2004-05	2005-06	2004-05	2005-06	2004-05	2005-06
1 Breach of License	1084	1321 21.86%	222	219 -1.35%	1306	1540 17.92%
2 Breach of Orders	55	82 49.09%	18	22 22.22%	73	104 42.47%
3 Charged with SFO	47	50 6.38%	32	11 -65.63%	79	61 -22.78%

**Table 5**

**Outcome measures: RSO arrests & Sex Offences Act Civil Orders**

Category (% change)	Offenders 2004-05	Offenders 2005-06
1 Registered Sex Offenders (RSO) charged/cautioned	993	1295 30.41%
2 Sexual offences prevention orders (SOPOs) granted	503	933 85.49%
3 Notification Orders (NOs) granted	22	39 77.27%
4 Foreign Travel Orders (FTOs) granted	1	1 0%
<b>Total</b>	<b>526</b>	<b>973 84.98%</b>

## A Year of Challenges

The raw data provided in the national statistics is helpful but necessarily quantitative. In order to get a better feel for the quality of MAPPA business it is necessary to work with other forms of analysis and, during the course of this year, a number of inspection reports and a small number of management reviews of specific cases have been published which have both detailed shortcomings in practice and highlighted many positive developments in public protection practice.

It is essential that the product of these and future reviews and reports shape the development of MAPPA through central guidance and local practice so it is instructive to set out the lessons learned this year.

Strengthening Multi-Agency Public Protection Arrangements published October 2005 available at [www.homeoffice.gov.uk/rds/pubsintro1.html](http://www.homeoffice.gov.uk/rds/pubsintro1.html)

This research was undertaken by De Montfort University and found evidence of greater effectiveness and efficiency across MAPPA teams in England and Wales, compared to an earlier review of public protection arrangements, which had been conducted before the MAPPA legislation was introduced in 2001. It found that areas were meeting the MAPPA Guidance specification to a large extent.

It also found that the arrangements had been strengthened by the inclusion of the Prison Service within the Responsible Authority and by the designation of a number of duty-to-co-operate agencies (a consequence of the Criminal Justice Act 2003). The MAPPA process facilitated effective contributions by agencies so that representatives could make operational decisions and develop risk management plans.

[The report made a number of recommendations for policy and practice development which are being taken forward through the revision of the MAPPA Guidance and the MAPPA business planning process.](#)

Managing Sex Offenders in the Community A joint thematic inspection by Her Majesty's Inspectorates of Probation and Police published November 2005 available at [www.inspectorates.homeoffice.gov.uk/hmiprobation](http://www.inspectorates.homeoffice.gov.uk/hmiprobation)

This inspection found that there was greater focus by police and probation on improving the assessment and management of high risk sex

offenders which offered the prospect of improved performance. However it noted a number of deficiencies in relation to MAPPA case management records; police home visits for registered sex offenders and training for both police and probation staff on assessment and management of risk of harm.

[These deficiencies have been addressed through the National Offender Management Service Risk of Harm Improvement strategy and the development and imminent publication of the Police Public Protection Manual.](#)

An Independent Review of a Serious Further Offence case: Damien Hanson and Elliot White published February 2006 available at [www.inspectorates.homeoffice.gov.uk/hmiprobation](http://www.inspectorates.homeoffice.gov.uk/hmiprobation)

This was a report by Her Majesty's Chief Inspector of Probation into the murder of John Monckton and attempted murder of his wife Homeyra in November 2004 by two men under the supervision of the London Probation Area. The report identified overall failures and some specific deficiencies in the way the two cases were managed.

Although neither offender was referred to MAPPA Damien Hanson, who was assessed as presenting a high risk of serious harm, should have been. Importantly the report has established a number of principles against which future case management within MAPPA and the National Probation Service will be judged. Key amongst these is that the public is entitled to expect that the authorities will do their job properly ie. to take all reasonable action to keep risk to a minimum.

[In response to this report, an action plan was issued to the National Probation Services to ensure delivery of effective implementation of the report's five 'key' recommendations and 31 practice recommendations.](#)

An Independent Review of a Serious Further Offence case: Anthony Rice published May 2006 available at [www.inspectorates.homeoffice.gov.uk/hmiprobation](http://www.inspectorates.homeoffice.gov.uk/hmiprobation)

This report was completed following the murder of Naomi Bryant in August 2005. The independent review was requested by the Responsible Authority for MAPPA in Hampshire who were concerned by a number of issues that had contributed to the risk management failure.

The report details principal findings and recommendations for a range of agencies within and outside MAPPA, each of which is being taken forward. Importantly it revealed the failure to manage the offender's risk of harm to the public was not due to any single act of negligence or deficiency. Rather it was a cumulative failure of processes and actions throughout his sentence supervision, both in prison and in the community. This is an essential point to grasp and reinforces the importance of having an integrated offender management system from start to end of sentence with clear and consistent practice between the three core MAPPA agencies, prisons, probation and police.

The key recommendation for MAPPA was about maintaining a better balance between human rights of offenders and protecting the public, and using existing MAPPA guidance properly. Work is already underway to revise and strengthen national guidance and improve MAPPA's foundations by way of the national and Area MAPPA business plans.

Joint Police/Probation/Prisons Thematic Inspection Report: Putting Risk of Harm Into Context published September 2006 available at [www.inspectorates.homeoffice.gov.uk/hmiprobation](http://www.inspectorates.homeoffice.gov.uk/hmiprobation)

This report found that much had been achieved, including that planned interventions were generally effective in containing offending behaviour. There were also many areas for improvement and the report makes recommendations for the more consistent use of MAPPA and sharing of MAPPA good practice, improved risk of harm assessments and sentence planning and greater victim awareness.

It is important to note that the fieldwork to support the inspection concluded in the autumn of 2005, prior to the launch of the Risk of Harm Improvement Action plan and other actions referred to in this overview. Nevertheless, the report has been welcomed and will be considered in further detail by the National Offender Management Service (NOMS) Risk of Harm Improvement Board as well as the Responsible Authority National Steering Group (RANSNG).

## Actions to develop MAPPA

Effecting change to these public protection arrangements requires concerted action from a range of agencies and key stakeholders. MAPPA is not an agency but a set of national arrangements that requires each contributor to ensure that their own agency's practice is fit for purpose and that the manner of their collaboration is effective in assessing and managing the risk posed by sexual and violent offenders.

It is important to note that MAPPA has benefited significantly this year from the work undertaken by individual agencies; work that has a direct bearing on how dangerous offenders are assessed and managed. This includes the OASys Quality Assurance Programme implemented from July 2005; implementation of the offender management model from April 2006; the launch of the NOMS Risk of harm Guidance and Training resource pack June 2006; and the planned roll-out of the Police Public Protection Manual.

MAPPA will increasingly benefit from the expansion of ViSOR (the Violent and Sex Offenders Register). ViSOR is an integral part of plans to strengthen public protection through improved risk assessment and management and will provide electronic support for MAPPA allowing efficient data sharing between Police, Probation and Prisons. The police have been using ViSOR since April 2005 and the system will be implemented into the prison and the probation service during 2006/7. For the first time the Responsible Authorities will be working together on the same I.T system to Reduce Re-offending.

### The National MAPPA Business Plan

As the national coordinating body for the Responsible Authority, the RANSNG, is tasked with exercising oversight of MAPPA and ensuring its continued development. To help meet these aims the RANSNG published, in November 2005, a three year National MAPPA Business Plan 2005-8. The plan identifies four broad areas of MAPPA where significant and consistent improvement is necessary.

These include the following:

### **MAPPA Development Strategy**

- Achieve dedicated MAPPA co-ordination and administration capacity in all areas during 2006/7 (underway)
- Develop RANSG to include national representation of Duty to co-operate agencies (achieved)
- Revise and publish MAPPA Guidance (by April 2007 see existing Guidance at [www.probation.homeoffice.gov.uk/output/page30.asp](http://www.probation.homeoffice.gov.uk/output/page30.asp))

### **Monitoring and Evaluation**

- Areas to implement a MAPPA Business Plan for 2006/7 (achieved – see area annual reports)
- Development of multi-agency public protection performance indicators (underway)
- Improve the recording and collation of data (underway)
- Develop guidance for a serious case review process (planned for consultation later this year)

### **Communication and Strategic Partnerships**

- The publication of the MAPPA Annual report (achieved)
- Development of the annual report to improve public understanding and engagement (ongoing)
- National MAPPA conference (achieved November 2005)
- Develop a national communication strategy (issued in June, but the Child Sex Offender Review may add further impetus)

### **Training**

- Delivery of lay adviser national training (delivered but also developing so far)
- National co-ordinators conference (delivered May 2006)
- Collate core training material (underway)
- Areas to implement a training strategy for new practitioners, new members of the strategic management board and for coordinators and administrators (underway)

Areas have been asked to produce annual reports on this model and local business plans are attached to area annual reports for the first time. Future reports will record the progress that has been achieved.

## **Conclusion**

The introduction of MAPPA enables agencies to work more closely than ever before to exchange information and manage offenders collaboratively, ensuring that potentially dangerous offenders are being properly risk assessed and robustly managed in the community.

Effective management of high-risk offenders, as a discipline, is still relatively in its infancy. There is continuous development and the standards and good practice of tomorrow are likely to be different from today's, achieved through experience and research. The challenge therefore is not only to match current practice with what we know, but also to respond rapidly to new learning.

The Criminal Justice Inspectorates helpfully suggests that what they are describing can be better understood as the identification of stages on a journey rather than a destination reached. Since their introduction in 2001, the 42 MAPPAs covering England and Wales have travelled a great distance in a short time to establish the new arrangements. The vital public protection work of MAPPA is undertaken by skilled and committed staff and everyone engaged in the arrangements acknowledges the need for constant vigilance and improvement. The journey is not easy, but communities are safer because, as this report demonstrates, the Responsible Authorities are travelling together in the right direction.

#### **John Scott**

Head of the Public Protection  
& Licensed Release Unit  
National Offender Management Service

#### **Terence Grange**

Chief Constable  
Dyfed Powys Police  
& ACPO Public Protection Lead

#### **Tony Robson**

Her Majesty's Prison Service  
On behalf of the Responsible Authority National  
Steering Group

# Contacts

## MAPPA Co-ordination

MAPPA Manager  
Derbyshire Constabulary  
Crime Support Department  
Butterley Hall  
RIPLEY  
Derbyshire  
DE5 3RS  
Tel: 01773 572241

## MAPPA Lay Advisers

C/o MAPPA Co-ordinator  
Derbyshire Constabulary  
Crime Support Department  
Butterley Hall  
RIPLEY  
Derbyshire DE5 3RS  
Tel: 01773 572241

## Derbyshire Constabulary

Superintendent, Public Protection  
Derbyshire Constabulary HQ  
Crime Support Department  
Butterley Hall  
RIPLEY  
Derbyshire  
DE5 3RS  
Tel: 01773 572808

## Derbyshire Probation Area

Assistant Chief Officer  
Derbyshire Probation Area HQ  
18 Brunswood Road  
MATLOCK BATH  
Derbyshire  
DE4 3PA  
Tel: 01629 55422

## Victim Support Derbyshire

Area Manager  
Room 10  
Kings Chambers  
Queen Street  
DERBY  
DE2 2XE  
Tel: 01332 349129

## Stop It Now!

National Helpline  
Tel: 0808 100 900

