

County Durham

Multi-Agency Public Protection Arrangements
Annual report 2005-2006



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Foreword

From the Responsible Authorities in County Durham

One of the most challenging areas of work for all professionals is the safe management of high risk offenders in the community. To achieve this professionals and communities need to work together to manage the risks that threaten the safety of the public. The MAPPA arrangements provide a framework within which agencies come together to share information, expertise and resources to support the safest possible management of those who pose a risk of serious harm.

The operation of MAPPA in Co Durham and Darlington was looked at this year as part of a joint thematic inspection carried out by Inspectors from the Police Probation and Prison Services. The report entitled "Putting Risk of Harm in Context" said

"An example of excellent partnership working was found in Durham where a joint police /probation unit operated. "

"Among the contributory factors were testing each others professional judgements, regular attendance at MAPPA meetings and continued joint visits to sex offenders when probation involvement had formally ceased."

This report gives information about the work of MAPPA in County Durham and Darlington. The work of the Probation Service, the Police and the Prison service is supported by professionals from victim services, Health, education, children and young people's services, housing, education and many other partners in the statutory and voluntary sector. Together they provide individually designed plans for the safe management of the critical few dangerous offenders in the area. We are very proud of the staff from all agencies that work together so effectively to protect our communities and would like to thank them for their commitment and effort.



Russell Bruce
Chief Officer
National Probation Service
County Durham



John Stoddard
Chief Constable
Durham Constabulary



Phil Copple North East Area
Manager
HM Prison Service

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 probation, the 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.

**By Gerry Sutcliffe MP
Parliamentary Under Secretary of State
for Criminal Justice and Offender Management**

What is MAPPA?

MAPPA stands for Multi-Agency Public Protection Arrangements. These arrangements provide the framework for the co-ordinated risk management of potentially dangerous offenders by different agencies. Its aim is to protect the public from these offenders once they are given community sentences or are released from prison.

There are three categories of offenders managed under the MAPPA arrangements:

1. Registered Sex Offenders (RSO's)
2. Violent and other sexual offenders
3. Other offenders who are assessed as posing a risk of serious harm to the public

Just as there are three categories of MAPPA offenders, there are also three levels of risk which offenders fall into under the MAPPA process:

- Level 1 is the lowest risk.
- These people will be managed by a single agency, usually the Probation Service or the Police but also the Youth Service or health care agencies.
- Level 2 offenders pose a higher risk.
- They are managed by Multi-Agency Risk Management Meetings, which draw in staff from across the statutory and voluntary sector.
- Level 3 is the highest risk.
- It is reserved for the critical few who present a risk of serious harm in the community. Comprehensive assessment tools are used to ensure that they are properly identified, monitored and supervised. These offenders are managed by Multi Agency Protection Panels, chaired by a chief officer from probation. Part of his/her task is to draw together comprehensive risk management plans and to hold other agencies to account for their part in the plans which are reviewed on a regular basis.

A tool which is increasingly coming into use in the MAPPA arena is the Sexual Offences Prevention Order. Prior to May 2004 these Orders could only be obtained by application to a Court and could involve long and drawn out proceedings. New legislation has allowed Courts to make SOPOs on conviction and the Public Protection Unit has taken the opportunity to ask Courts to consider such Orders in every case where they could assist in managing offenders more safely in the community. Sentencers appear to have welcomed this decision and in most cases have followed the proposals made by Probation staff in their reports. It has resulted in some very practical steps to control offenders' behaviour. Such Orders have limited offenders access to the internet; prevented unsupervised contact with children and prevented access to areas where children might gather such as playgrounds or leisure centres.

MAPPA has now been in place since 2001 in all 42 Police and Probation areas in England and Wales. This year is therefore the fifth year of operation and Part 1 gives a National Overview of how the arrangements have worked.

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What is Serious Harm?

Definitions of Harm

Serious Harm

Harm which is life threatening or traumatic and from which recovery, whether physical or psychological, can be expected to be difficult or impossible

Very High Risk

There is imminent risk of serious harm. The potential event is more likely than not to happen imminently and the impact would be serious

High Risk

There are identifiable indicators of risk of serious harm. The potential event could happen at any time and the impact could be serious.

Medium Risk

There are identifiable indicators of risk of harm. The offender has the potential to cause harm but is unlikely to do so unless there is a change of circumstances.

Low Risk

No significant current indicators of risk

Part 1

**National Overview Report from the Responsible
Authorities National Steering Group**

MAPPA - the First Five Years

A National Overview of the Multi-Agency Public Protection Arrangements 2001 - 2006

Report from the National Responsible Authority Steering Group

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. The individual area MAPPA annual reports are published elsewhere on this web-page and should be consulted for detailed local commentary.

MAPPA Offenders

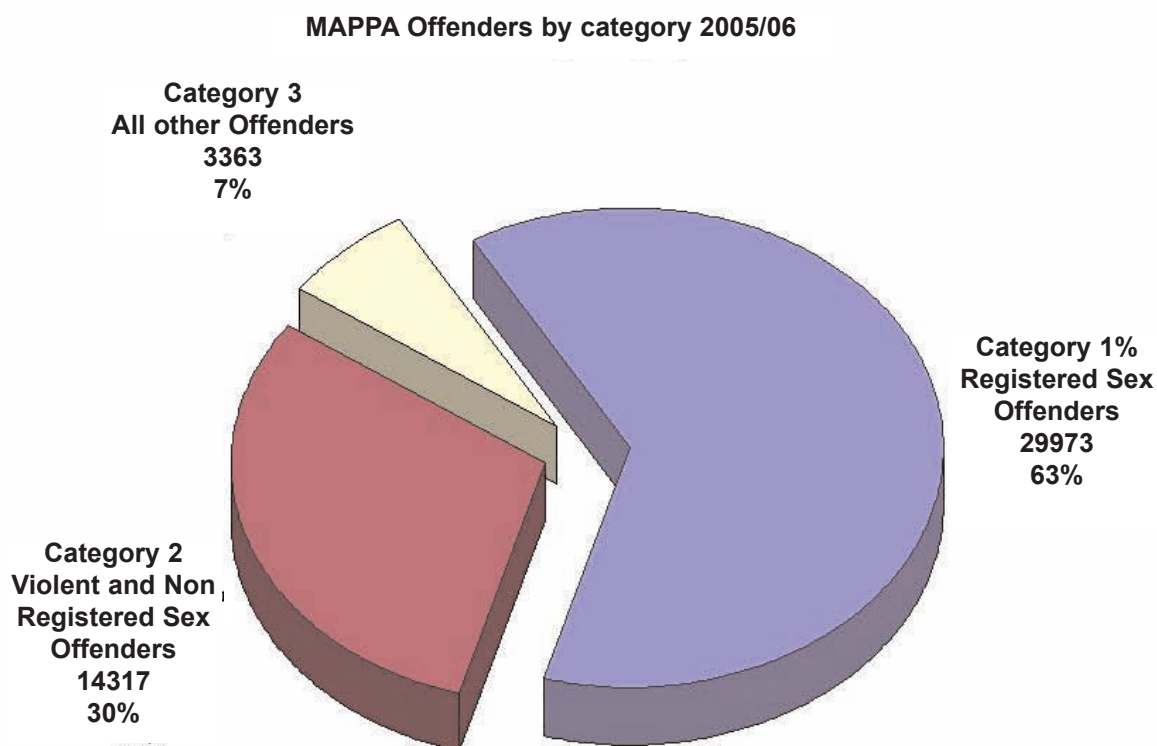
The number of offenders in the community that come within the remit of MAPPA increased this year, as anticipated, although the rate of that increase has slowed from last year (13% to 7%) - see Table 1. A number of factors may have contributed to this slow down. Firstly, the increase of registered sex 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 by Category (% Change)

Category	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%
<u>Totals</u>	52909	39492 -25.36%	44592 12.91%	47653 6.86%

* 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 2005/6



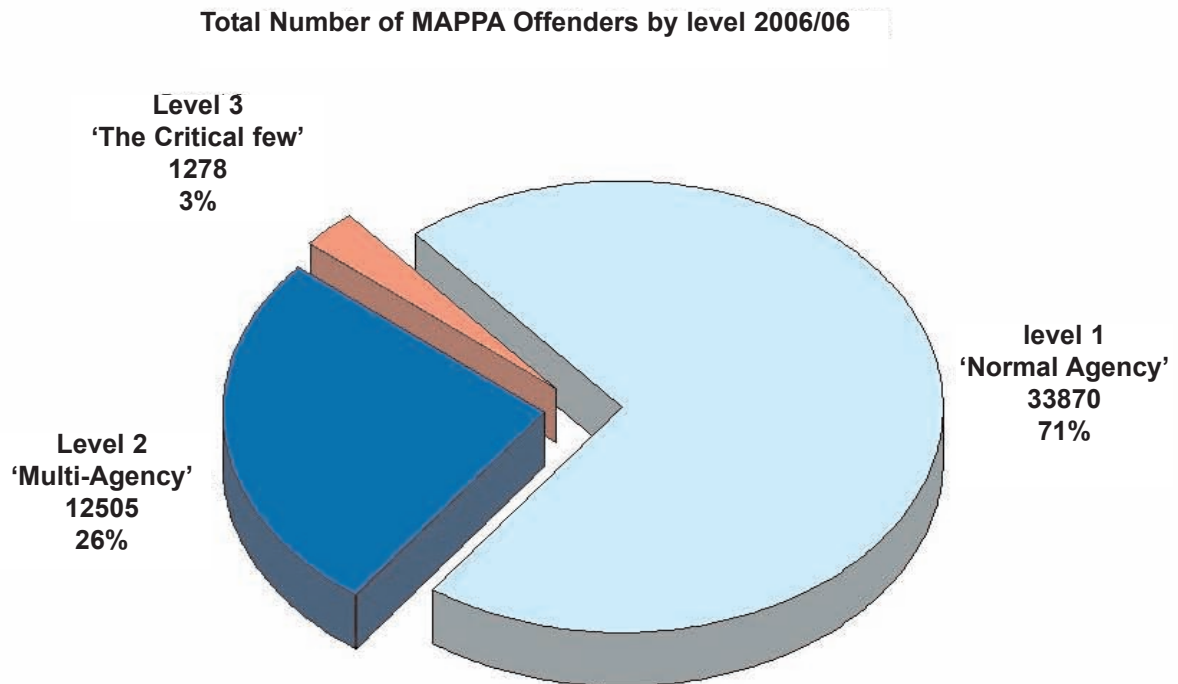
Registered Sex Offenders

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 (see individual area reports). 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 of England and Wales, 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.

Chart 2 MAPPA Offenders by Management Level



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 recognised the necessity of ensuring adequate management and administrative support for Level 2; and this is reflected in Business Plans.

Table 2.
Breakdown of Level 2 and Level 3 MAPPA Offenders for 2005/6

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

Table 3.
Offenders referred to Levels 2 and 3 - Comparison with last year (% Change)

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

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 2 reasons. Firstly, we have only collected the data for 2 years; secondly, with such small numbers any change can trigger a wholly disproportionate, misleading

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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 5.
Outcome measures: RSO arrests and Sex Offences Act Civil Orders 2004/5 and 2005/6
(% Change)

<u>RSO Enforcement</u>	Number of Offenders (04/05)	Number of Offenders (05/06)
<i>1. Registered sex offenders (RSO's) charged/cautioned</i>	993	1295 30.41%

<u>Sex Offences Act Orders</u>	Number of Orders (04/05)	Number of Orders (05/06)
<i>2. Sexual offences prevention orders (SOPOs) granted</i>	503	933 85.49%
<i>3. Notification Orders (NOs) granted</i>	22	39 77.27%
<i>4. Foreign Travel Orders (FTOs) granted</i>	1	1 0%
<u>Total Number of Orders</u>	526	973 84.98%

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 and it is instructive to set out the lessons learned this year.

[Strengthening Multi-Agency Public Protection Arrangements \(Published in October 2005 and available on \[www.homeoffice.gov.uk/rds/pubsintro1.html\]\(http://www.homeoffice.gov.uk/rds/pubsintro1.html\)\)](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 \(A joint thematic inspection by Her Majesty's Inspectorates of Probation and Police published in November 2005 and available on <http://inspectorates.homeoffice.gov.uk/hmiprobation>\)](http://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 in February 2006 and available on <http://inspectors.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 i.e. 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 in May 2006 and available on <http://inspectors.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.

The National MAPPA Business Plan

As the national coordinating body for the Responsible Authority, the RANSG, is tasked with exercising oversight of MAPPA and ensuring its continued development. To help meet these aims the RANSG 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 coordination and administration capacity in all areas during 2006/7 (underway)
- * Develop RANSG to include national representation of Duty to cooperate agencies (achieved)
- * Revise and publish MAPPA Guidance (by April 2007 - see existing Guidance at: <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 Child Sex Offender Review may add further impetus)

Training

- * Delivery of lay adviser national training (delivered but also developing so far)
- * National coordinators 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.

Joint Police/Probation/Prisons Thematic Inspection Report: Putting Risk of Harm Into Context - published in September 2006 and available on <http://inspectors.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.

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 Inspectorate 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 and Licensed Release Unit National Offender Management Service

Terence Grange

Chief Constable of Dyfed Powys Police and ACPO Public Protection Lead

Tony Robson

Her Majesty's Prison Service

On behalf of the Responsible Authority National Steering Group

Part 2

**Local Operation of MAPPA
Report on Behalf of County Durham and Darlington
Strategic Management Board**

Local operation of MAPPA

Review of the last 5 years

Within Co Durham and Darlington the core mechanism for delivering MAPPA remains the joint police probation PUBLIC PROTECTION UNIT (PPU). The unit was set up in 1999 originally with 3 staff from the police and 3 from probation. Over the last 7 years it has grown to include 4 Police Constables and a Sergeant, 4 Probation Officers and a Probation Middle Manager, a member of the Youth Engagement Service and a full time MAPPA administrator currently provided by the Prison Service.

The staffing within the unit has been relatively stable which has allowed high levels of expertise and knowledge to be developed. Staff have been trained to administer and interpret a range of assessment tools and Durham Constabulary was a lead partner in the roll out of VISOR. VISOR is the Violent and Sex Offenders Register, a national database of high risk offenders which is used by the police as a case management tool and an aid to investigation. Probation staff are currently leading a rollout of VISOR to probation areas.

During the life of the unit staff have had to adapt to new legislation including the introduction of Sex Offender Prevention Orders. SOPO's are now requested at point of sentence and allow additional protective measures to be put in place which restrict offenders movements and exclude them from areas where they might seek to target new victims. There are currently 71 SOPO's in place in the Co Durham and Darlington area and conditions include:

- *Prohibited from owning or using a Computer/Laptop or any other equipment capable of downloading images from the internet including a camera phone
- *Prohibited from permitting children or a person under 18 years of age of entering/remaining in premises/vessels/tents/caravans or similar closed places in possession/control of the offender
- *Prohibited from entering/remaining on premises/land including parks/school play areas used by children
- *Prohibited from entering/loitering within 50 metres of public toilets

Since the unit was established the number of registered sex offenders in Co Durham and Darlington has increased to the current 327. This number is unlikely to fall in the near future mainly due to the very lengthy registration period which some offenders face.

The biggest growth area within MAPPA however is in the number of Level 2 meetings which are being held in relation to perpetrators of Domestic Violence. All agencies in Co Durham and Darlington have invested significant resources in identifying and bringing to justice perpetrators of Domestic Violence and there is increased awareness of the impact on victims and on their children.

Last year Police and Probation were joined by the Prison Service as a responsible authority and a wide range of other agencies have signed up as "Duty to Co-operate Agencies" within Co Durham and Darlington. These include PCT's and Mental Health Trusts, Children's Services, Housing Providers, Local Authorities, Domestic Violence Services, Education Providers, Crown Prosecution Service and Victim Support.

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Attendees at meetings are drawn from statutory and voluntary agencies and there is nationwide co-operation with staff travelling from across the country to attend relevant meetings for example when an offender proposes to move from one area to another. In Co Durham and Darlington during the past 12 months we have worked closely with criminal justice partners from as far south as Sussex and as far north as Edinburgh.

View from the staff working in MAPPA

A person who has worked within MAPPA from its beginning and has seen the changes and developments is Margaret who is the MAPPA Administrator. Margaret attends all the Level 2 and Level 3 meetings, takes minutes, circulates them, sends out invitations and keeps the whole process moving. Margaret says:

"I have been with MAPPA almost from the beginning and have seen many changes both in staffing and in the confidence of agencies to work together and share information with the importance of multi-agency working really coming to the fore.

In the early days I often felt that people were a bit unsure about what they should share and what would happen to the information once they had, but as time has gone on people have got more confident as they have seen the MAPPA working and achieving real results .

Sometimes people didn't and still don't appreciate the importance of what they had to offer but it is a bit like doing a jigsaw puzzle and sometimes the smallest piece of information can make other things fall into place and point towards what needs to be done next. Sometimes people can come with very different views about an offender, it happened recently in relation to one person about whom everybody was very concerned but about whom one group were able to identify some positive responses. This didn't change the overall view of the meeting or the risk assessment but it gave some clues as to how the offender might be worked with in a positive way as well as all the protection and monitoring that it was necessary to put in place.

In the current climate it is sometimes not easy to say what I do as everything seems very negative. I am very proud of what I do and while it will never be possible to give absolute guarantees about the future I know that within MAPPA there are far more successes than the public realise. The staff in the unit and the other agencies who attend meetings are all doing a very good job with some very difficult people"

Management of meetings

Level 2 Risk Management Meetings are held each week and are chaired by managers from within the PPU. Level 3 meetings, which are concerned with the management of the "critical few" offenders who are assessed as posing the highest risk of serious harm to the public, are held as and when required and are chaired by a Senior Manager, usually Hazel Willoughby Director of Offender Management in the Probation service.



Hazel Willoughby
Director of Offender Management

The invitation list includes not only practitioners working with the case but senior managers from responsible authorities and duty to cooperate agencies who are in a position to commit resources essential for the safe management of the case. Hazel Willoughby says:

"I am very aware that managing a Level 3 MAPP meeting is probably the single most important part of my work within probation as the consequences of not getting it right could be very serious.. In preparing for a meeting I try to ensure that I have read as much as possible in advance and am familiar with the background of the case. At the start of the meeting there are some formal steps we need to go through, attendees are required to sign a declaration of confidentiality which is a commitment that they will not share any information from the meeting outside of their own agencies without seeking the permission of the chair. I then always introduce myself and ask others to do the same and if there are people who have not attended meetings before I give a brief outline of the MAPP process and the aim of the meeting It is very important that people understand why they have been invited to the meeting and that they are made to feel welcome and comfortable. Some of these meetings can be very large with 20 to 30 people attending and everyone needs to feel able to contribute as everyone has important information which needs to be heard if a full picture of the offender and the risks they pose is to be drawn up. If it's a review meeting I always begin by going through the Action points from the previous meeting to check that the plan which was agreed has happened. Like everything else MAPP plans are only good if all actions are followed through fully and I see part of my task is to hold agencies to account for their promised actions.

If it's an initial meeting we move straight into the information exchange phase and I will invite the agency that has requested the meeting to share their concerns. Other agencies will then share information they hold about the offender and gradually we will build up a picture of the offender and the risks they pose. I try and ensure that everyone at the meeting has the chance to speak as it is crucial that all information is shared and sometimes small things combine together to build a picture that either supports the concerns or negates them. When everything has been placed on the table including any specialist risk assessment that have been done I attempt to summarise the position and we then have an open discussion about the level of risk that has been assessed and everyone around the table is required to state their view. The risk we are assessing is the risk of serious harm to the public and the choice is low medium high or very high and there are agreed definitions for each level. If it is a level 3 meeting we are inevitably looking at high or very high risk of serious harm the definition for which is:

"Harm which is life threatening or traumatic and from which recovery, whether physical or psychological, can be expected to be difficult or impossible"

continued....

Once the level is agreed we identify exactly who is at risk of what and in what situation and the evidence we have to support this. We then move into the action planning part of the meeting.

If we have identified named individuals at risk then we must have action points which identify the protective measures which we need to put in place for that person. It would be unusual for the person not already to be aware of the risks but if they are we have to consider making disclosures of information sufficient to allow them to be protected and to be able to protect themselves.

If the risk is to groups of people then we have to consider who we need to disclose to in order to best protect the public. Typically this might involve working with education to make disclosures to schools or working with the police to make limited disclosures to communities. All actions have a named responsible person and a time scale for action.

At the end of the meeting we will fix a date to meet again and agree a media strategy if necessary. I then have to declare that I am satisfied that the meeting has been conducted with due regard to Article 8.2 Of the European Commission of Human Rights. In a nutshell this means that the actions we have taken are necessary for:

Public safety,
The prevention of crime and disorder
The protection of health and morals
The protection of the freedom and rights of others

Recently cases have suggested that the human rights of the offender have been given more attention than the rights of victims.. My view as chair of these meetings is that my first priority always is to ensure I do everything I can to prevent further victims being created and many of the actions I endorse are aimed exactly at this. However I also have to ensure that long term the offender is being offered the help or treatment they need not to re-offend. That might mean they have to be returned to prison but if this is not possible then I have to try and ensure they get access to resources in the community which can meet there needs and reduce risk.

Level 3 meetings are never short meetings and never straightforward. They are challenging because the subjects are challenging and the risks very high. There are no guarantees ever in this area of work and no simple solutions but honesty, attention to detail and proper evaluation of information and risk can have positive results. Like Margaret I am very proud of the work we do and of all the agencies who contribute to the MAPPA process sadly the public only ever hear the bad news when something goes wrong."

MAPPA and victims

Part of the management of any offender is the identification of past victims and of individuals who are currently at risk. The action plans which are drawn up at MAPPA meetings require attention to be given to the offender but also look at the information needs of victims and protective factors which can be put in on their behalf. The Probation service employs a full time Victim Liaison Officer as well as a Women's Support Worker who supports victims of Domestic Violence. Victims are entitled to know of any key developments regarding the offender, such as:

Details of a recall or a reduction in sentence after an appeal

If an offender applies for or is given a work placement in the Community

If the offender absconds

If the offender is transferred to a different prison

The outcome of a parole review

If the case is closing and contact with the offender is being ended

When the offender is due to be released

What conditions will be imposed on the offender when they are released

The job of victims workers in relation to MAPPA is to represent the views of victims at meetings and to advise meetings of victims wishes where these are known and need to be considered. As a result restrictions are often placed on offenders to exclude them from areas where victims live or work and to prevent them making contact. This can be done as part of license requirements on release from prison or as a condition of a Sex Offender Prevention Order.

Victims can also be offered more personal protection including alarms which are monitored and link directly to the police, changes in locks and in extreme cases cameras which cover their houses.

Case Study...David

David was due to be released from prison on licence. Prior to his release a Level 3 meeting was held and he was assessed as presenting significant risk of harm concerns to his ex partner. Tight licence conditions were submitted to the parole Board and agreed by them including an exclusion zones covering the area where he had previously offended and a specified time and location for him to report on the day of release. As a result of the assessed level of risk he was followed from Prison by a surveillance team who provided thirty minute updates to PPU and Resettlement managers. He failed to keep his appointment with his probation officer at the agreed time on the day of his release and was followed on a bus which entered the exclusion zone and was heading his ex-partners workplace. Recall to prison was immediately instigated, warrant issued, arrested and returned to prison within the hour.

Statistics

The statistics included in this report show the numbers of offenders who have been through the MAPA process in the last 12 months.

The increase in the number of registered sex offenders has continued and has risen from 306 in 04/05 to 327 in 05/06. This is a national trend and the numbers are expected to continue to rise for a number of years. The main reason for the rise is not that Co Durham and Darlington have become more dangerous places to live but is to do with the lengths of time offenders remain on the register post conviction. Many offenders are on the register for life and while the minimum period for registration is 12 months, many are registered for much longer.

The largest growth area for MAPPA has however been in the field of Domestic violence. Approximately half of the cases dealt with at level 2 have Domestic Violence as an identified area of concern. The following case is typical of the concerns and the actions taken.

Case study.....Joe

Joe was made subject to a Community Supervision Order for 18 months for assaults on his partner. Although he had few previous convictions there was a substantial history of police being called to the house when Joe was using violence against his partner. In view of the escalating frequency and severity of the violence the case was referred into the MAPPA process. The initial meeting drew together professionals from health, police and probation to share information and carry out an assessment. The case was assessed using both the SARA, Spousal Assault Risk Assessment and the OASYS Offender Assessment system and was registered as a high risk of serious harm with Joe's partner being identified as the potential victim.

The action plan which was put into place included both protective factors for the victim and positive work to be done with the offender

The victim was offered alarms in her home which linked directly to the police and guaranteed a swift response in the event of an attack

The victim was offered the support of a specialist Women's safety Worker who could assist with safety planning and alternate accommodation if required

All agencies undertook to exchange information and share intelligence

Joe was required to complete a 26 session programme for perpetrators of domestic violence
Joe was required to report to his probation officer regularly

Joe was required to seek help with his alcohol problem

Joe was advised of the assessment of the meeting and that he had been registered as a high risk offender

Joe has completed the domestic violence programme and work is still ongoing with the case. He has reduced his use of alcohol but is not alcohol free. The victim chose to remain in the family home and has been supported in this but has accepted only minimal help. The case continues to be monitored through regular review at level 2 meetings.

Prison Service Contribution to MAPPA

During this year the Prison Service North East has strengthened its commitment to the role of a MAPPA responsible authority with the appointment, by the Area Manager, of an Operational Manager to the post of Area Public Protection Co-ordinator.

This is in response to the increasing MAPPA population within prisons, the high importance that the prison service places on its role as a responsible authority and its continuing commitment to protecting the public.

This post represents the Area Manager on the three MAPPA Strategic Management Board in the North East and will co-ordinate the delivery of MAPPA across the North East prison establishments.

The main focus of the prison service contribution is at operational level and a number of measures have been put in place to ensure that this will be effective:

Prompt identification of MAPPA offenders, following reception into prison, so that their details can be used in sentence planning arrangements, including interventions to manage and reduce risk.

The introduction of the Offender Management model where high and very high-risk offenders have an Offender Supervisor identified within the prison. This Offender Supervisor will work very closely with the community based Offender Manager who will have the overall responsibility for managing the offender throughout the sentence, both In custody and following release.

Regular monitoring of the behaviour of those assessed as presenting the highest risk, and sharing information with police and probation colleagues.

All relevant risk management information being provided to multi-agency meetings, which help, plan an offender's release.

At least six months notification to police and probation of the expected release dates of those offenders who have been referred to the multi-agency public protection panel (MAPP) and those being managed at level 2 risk meetings.

No changes to release dates or arrangements being made without prior consultation with police and probation.

Playing an effective role in the multi agency risk management of MAPPA offenders requires good communications between criminal justice partners. The prison service has taken steps to ensure that there are designated public protection co-ordinators in every prison establishment, and that their contact details are published together with police and probation, to ensure better communications across the Responsible Authority. Work is also being undertaken to develop a single point of contact facility through the use of the secure email system.

The prison service is fully committed to interagency working and has full confidence in its staff to ensure that it fully delivers its' responsibilities to MAPPA. It will continue to develop their skills and knowledge in this important work of protecting the public.

Strategic Management Board

The SMB is the group which is charged with the responsibility to oversee the operation of the MAPPA in Co Durham and Darlington. The group meets on a quarterly basis and is jointly chaired by Hazel Willoughby Director of Offender Management In Probation and Chief Supt Ian Scott who is Head of CID within Durham Constabulary. Agencies represented on the SMB are:

Prisons
Education
Strategic Health Authority
PCT's
Mental Health trusts
Domestic Violence Groups
Durham County council
Darlington Council
Youth Services
Victims
Lay Members representing local communities

In addition to the SMB a steering group meets on a monthly basis to look at operational issues affecting the PPU.

In an attempt to bring more focus to its work the SMB has for the first time devised a Business Plan to give focus to its work and to guide developments in MAPPA over the next 12 months.

The business plan covers the four main areas set down by the national steering group (see appendix 1)

MAPPA development
Monitoring and evaluation strategy
Communication and partnerships
Training

Future annual reports will be presented in a format that reports progress against the work streams identified in the Business Plan. In the coming year the main areas for work under each of the headings are:

To seek full and long term resourcing for the administration of MAPPA
To re-draft and publicise the MAPPA strategies and protocols
To recruit Lay Advisors
To implement recommendations from the 2005 thematic inspection.
To develop and implement a training strategy which will seek to further inform statutory and voluntary agencies about the work of MAPPA and how they can contribute to the protection of the public.

The recruitment of Lay advisors is a particular priority as regrettably this year has seen the resignation of Durham's Lay Member who's personal and work commitments meant that she was not able to give the attention to MAPPA which the role deserved . we would like to thank Christine for her contribution and wish her well in the future.We are aiming to have recruited new lay members by November 2006.

The full business plan is attached at appendix 2.

Case study....Malcolm

Malcolm was sentenced to 12 months imprisonment for offences of indecent assault on a child and was released on license from prison to reside at approved accommodation. A couple of weeks later he was spotted by security staff in a shopping mall loitering suspiciously outside Women's toilets and they reported the matter to the police.He was identified by police using CCTV film and was visited at his home and warned about his future conduct. The following day he returned to the same shopping mall and was again spotted doing the same thing.The police immediately informed his offender manager and in view of the previous days warning it was felt the risk could no longer be safely managed and he was returned to prison the same day.

Case study....Andrew

Andrew recently appeared at Durham crown Court on charges of showing indecent images to a child and indecent assault on a child. The prep-sentence report was completed by a member of the Public protection Unit. The judge commended the report, particularly for the care which dealt with issues of public protection. He singled out the guidance given on the imposition of a SOPO and the detailed prohibitions which will considerably reduce the risk of re-offending. The team policy of making reference to SOPO's in every report is resulting in a significant number of such Orders being imposed,

Case study....Paul

Paul is on extended supervision following release from prison. Two weeks ago his mother contacted the Unit concerned that he was exhibiting psychotic symptoms and was worried that he might be abusing solvents. An immediate home visit was made by PPU staff and Paul agreed to an immediate admission to hospital. His symptoms were quickly brought under control and he was discharged after several days. Previously, Paul had expressed a fear that if he disclosed any psychotic behaviour then he would be confined for months, if not years. He and his mother expressed their confidence in the safeguarding arrangements and promised full co-operation in the future.

Appendix 1

MAPPA ANNUAL REPORTS STATISTICAL INFORMATION**Required for the reporting period 1st APRIL 2005 - 31st MARCH 2006****Co Durham****1. Category 1 MAPPA offenders: Registered Sex Offenders (RSO)**

i) The number of RSOs living in your Area on 31st March 2006.

BCU NORTH 163***BCU SOUTH 164******TOTAL 327***

a) The number of RSOs per 100'000 head of population.

54

ii) The number of sex offenders having a registration requirement who were either cautioned or convicted for breaches of the requirement, between 1st April 2005 and 31st March 2006

4

iii) The number of (a) Sexual Offences Prevention Orders (SOPOs) applied for (b) interim SOPOs granted and (c) full SOPOs imposed by the courts in your Area between 1st April 2005 and 31st March 2006

Total**39****refused 4, interim 1**

iv) The number of (a) Notification Orders applied for (b) interim Notification Orders granted and (c) full Notification Orders imposed by the courts in your Area between 1st April 2005 and 31st March 2006

zero

v) The number of Foreign Travel Orders (a) applied for and (b) imposed by the courts in your Area between 1st April 2005 and 31st March 2006

zero**2. Category 2 MAPPA offenders: Violent offenders and Other Sexual offenders (V&OS)**

vi) The number of violent and other sexual offenders (as defined by Section 327 (3), (4) and (5) of the Criminal Justice Act (2003)) living in your Area between 1st April 2005 and 31st March 2006

104

3. Category 3 MAPPA offenders: Other Offenders (OthO)

vii) The number of 'other offenders' (as defined by Section 325 (2)(b) of the Criminal Justice Act (2003)) between 1st April 2005 and 31st March 2006.

93

4. Offenders managed through Level 3 (MAPPP) & Level 2 (local inter-agency management)

(viii) Identify how many MAPPA offenders in each of the three Categories (i.e. (1)- RSOs, (2)- V&O and (3)- OthO above) have been managed through the MAPPP (level 3) and through local inter-agency risk management (level 2) between 1st April 2005 and 31st March 2006.

Cat 1 =24 in total 14 at level 2 and 10 at level 3

Cat 2=36 in total 35 at level 2 and 1 at level 3

Cat 3 =47 in total 45 at level 2 and 2 at level 3

(ix) Of the cases managed at levels 3 or 2 (i.e. (viii)) between 1st April 2005 and 31st March 2006 how many, whilst managed at that level:

(a) Were returned to custody for a breach of licence?

Total level 2= 6

Total level 3 =2

(b) Were returned to custody for a breach of a restraining order or sexual offences prevention order?

zero

(c) Were charged with a serious sexual or violent offence?

zero

For these purposes a serious sexual and violent offence is one of the following:

a Murder

b Attempted murder

c Arson (where there is an intent to endanger life)

d Manslaughter

e Rape

f Kidnap/abduction or attempted kidnap/abduction.

g Any other very serious violent or very serious sexual offence, armed robbery (defined as robbery involving a firearm), assault with a deadly weapon or hostage taking.

h Any other violent or sexual offence where the offender/ offence is likely to attract significant media interest or which raises wider issues of national interest.

Appendix 2

Contacts

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