



Kent
Multi-Agency Public Protection Arrangements
Annual Report 2005-2006



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Joint Foreword to Kent Multi Agency Public Protection Arrangements (MAPPA) Annual Report 2005/2006

Protecting the public from dangerous offenders remains the key priority for probation, police and prison services in Kent. The multi-agency public protection arrangements that exist in England and Wales are recognised as among the most advanced and effective methods in the world for safeguarding the public. Through the arrangements described in this report, we give special attention to those who are assessed as posing a particular risk to others.

MAPPA has been mentioned for the first time in the national press this year, with headlines relating to controversial cases elsewhere in England and Wales. We are pleased to report that this year there has been no serious further offence committed by any of the highest risk offenders managed through MAPPA in Kent. This reflects the dedication and expertise of all the agencies and individuals who contribute to the MAPPA process.

The Kent MAPPA Business Plan was published in January 2006 and full details are contained within this report. There have been other developments this year. A panel has been set up to review any cases of serious further offending by offenders managed through MAPPA should any occur in the future. Kent's two MAPPA lay advisers have received induction training and have begun working as full members of the Strategic Management Board. A new post of Senior Probation Officer, Manager of High Risk Offenders, has further strengthened the process.

MAPPA works well in Kent because the representatives of the various agencies involved communicate and plan together in a highly professional and effective manner. We would like to thank the police, prison and probation staff, plus representatives of all agencies who have an input into the process, for their hard work in making sure that the highest levels of public protection continue to be maintained.



Michael Fuller
Chief Constable,
Kent Police



Hilary James
Chief Officer,
Kent Probation Area



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Kent Area Manager,
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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

MAPPA - the first five years: A national overview of the Multi-Agency Public Protection Arrangements 2001 - 2006

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. The individual area MAPPA annual reports are published on the web-page <http://www.probation.homeoffice.gov.uk/output/page30.asp> 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.

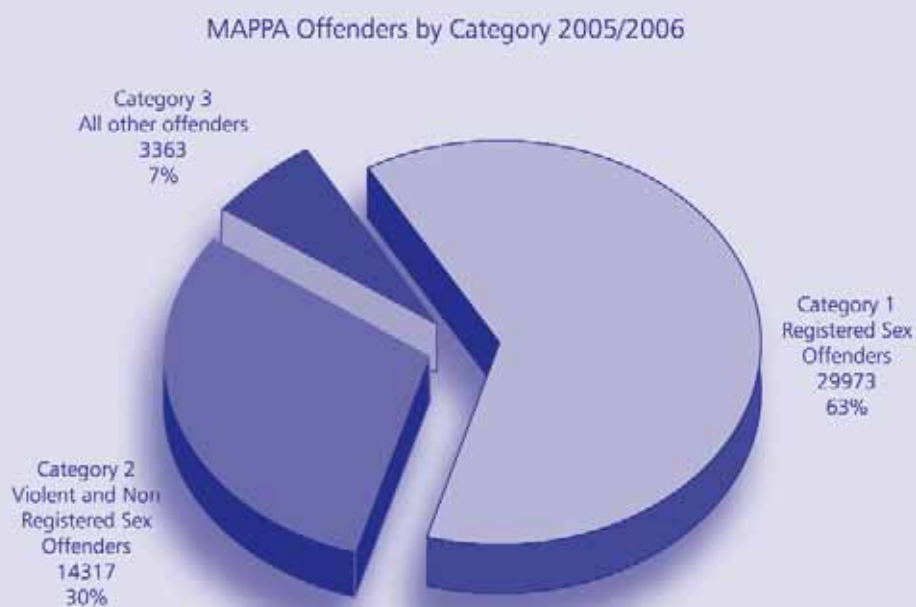
Firstly, the increase of registered sex offenders (RSOs) is much less than in previous years at just over 3%; secondly, fewer offenders than expected have been referred into MAPPA under Category 3. (These are those offenders who are neither registered sex offenders nor currently supervised by the probation 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%
Totals	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. 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.

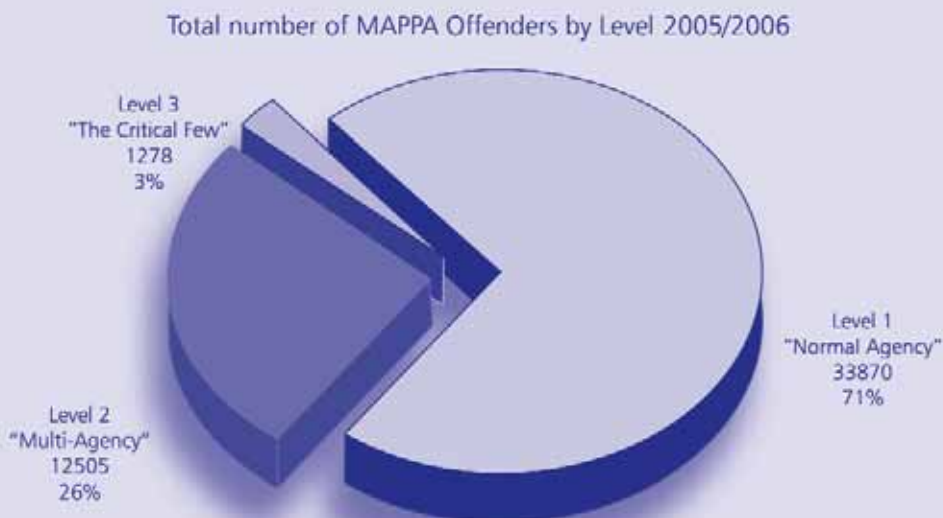
MAPPA management levels

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 fewer than 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.

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

Category of Offender	Level 2 (% of MAPPA Total)	Level 3 (% of MAPPA total)	Total per Category (% of MAPPA 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%
Total per Level	12505 26.24%	1278 2.68%	13783 28.92%

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

Category of MAPPA Offender	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%
Total:	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 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 and Level 3 activity for 2005/6
(% change)

Category of MAPPA Offender	Level 2		Level 3		Total of Level 2 & 3	
	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 and Sex Offences Act Civil Orders
2004/5 and 2005/6 (% change)

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

Sex Offences Act Orders	Number of Orders (04/05)	Number of Orders (05/06)
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%
Total Number of Orders	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)

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://inspectors.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://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 MAPPAs 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 MAPPAs. 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 MAPPAs agencies, prisons, probation and police.

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

*Joint Police/Probation/Prisons Thematic Inspection Report
(Putting Risk of Harm Into Context – published in September 2006 and available on <http://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 MAPPAs and sharing of MAPPAs 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 MAPPAs

Effecting change to these public protection arrangements requires concerted action from a range of agencies and key stakeholders. MAPPAs 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 MAPPAs 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 rollout of the Police Public Protection Manual.

MAPPAs 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 MAPPAs 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 co-ordinating 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 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: <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 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 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 MAPPA's 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

Key Achievements

Sexual and violent offences are dreadful crimes that deeply affect the lives of victims and their families and instil fear in local communities. The impact can be profound and long-lasting, leaving victims feeling unsafe even in their own homes.

The Government regards tackling sexual and violent crimes as one of its highest priorities.

Formal collaborative working between Kent Police and Kent Probation Area commenced following the introduction of the Sex Offender Act 1997. The introduction of MAPPA in 2001 formally cemented the working relationships between the agencies and since then this relationship has been consolidated and has grown stronger. Last year saw the inclusion of Her Majesty's Prison Service as part of the Responsible Authority.

During the year 2005 - 2006 the work of MAPPA has been further strengthened by:

- The use of the Violent and Sex Offender Register (ViSOR), which has strengthened the monitoring of offenders living in the Kent Area
- Appointment of a Senior Probation Officer for High Risk Offenders
- The continued inclusion of a Consultant Forensic Psychiatrist to the Level 3 Multi Agency Public Protection Panel
- Appointment of two Lay Advisers to the Strategic Management Board
- The ongoing use of Police analysts to map offender contacts
- The inclusion of a Forensic Psychologist at Level 2 and Level 3 MAPPP's as required

How the MAPPA operate locally and levels of risk management

Across Kent and Medway, sexual and violent offenders are risk managed through a three-tier system that clearly identifies the level of risk the offender presents.

The structure of risk management is intended to enable resources to be deployed to manage identified risk in the most efficient and effective manner. The levels of risk management do not necessarily equate directly to levels of risk, although generally the higher the assessed level of risk, the higher the level of management required. The level at which a case is managed is dependent upon the nature of the risk and how it can be managed. Not all high risk cases will need to be managed by the MAPPP and the complexities of managing a medium risk case might justify MAPPP referral. The risk management structure is based on the principle that cases should be managed at the lowest level consistent with providing a defensible risk management plan.

MAPPA Level 1 – Ordinary Risk Management

Level 1 is used in cases in which the risks posed by the offender can be managed by one agency without actively or significantly involving other agencies. Generally, offenders managed at Level 1 will be assessed as presenting a low or medium risk and the large proportion of all MAPPA offenders are likely to be managed at this Level.

MAPPA Level 2 – Local Inter-agency Risk Management

Level 2 risk management is used where the active involvement of more than one agency is required, but where either the level of risk or the complexity of managing the risk is not so great as to require referral to the Level 3 MAPPP. Cases may be referred to Level 2 after having been managed by referral to Level 3 MAPPP when, for example, the seriousness of risk or complexity has diminished.

MAPPA Level 3 – Multi Agency Public Protection Panel (MAPPP)

This level is used for the 'critical few'.

Cases are defined by the following criteria:

- I. The offender is assessed under OASys (Offender Assessment System) as high or very high risk of causing serious harm; **AND**
- II. Presents risks that can only be managed by a plan which requires close co-operation at a senior level, owing to the complexity of the case and/or because of the unusual resource commitment it requires; **OR**
- III. Although not assessed as a high or very high risk, the case is exceptional because the likelihood of media scrutiny and/or public interest in the management of the case is very high and there is a need to ensure that public confidence in the criminal justice system is sustained.

NB: An offender can only be managed at one of the above levels at any one time, however she/he may move between levels dependant on risk factors present at the time of the MAPPA meeting.

During the year April 2005 to March 2006 a total of **170** Level 3 conferences were convened for a total of 50 very high risk and dangerous offenders; also referred to as the critical few.

Tasking and Co-ordinating Group

A County Tasking and Co-ordinating Group (T&CG) meet weekly to assess new referrals to ensure they meet the criteria.

Panel members are:

- Area Manager, Public Protection & Victims, Kent Probation Area
- Senior Probation Officer for High Risk Offenders, Kent Probation Area
- Detective Chief Inspector, Special Investigations Unit, Kent Police
- Public Protection Officer, Special Investigations Unit, Kent Police
- Special Investigations Unit Analysts, Kent Police
- MAPPA Administrators, Kent Police and Kent Probation Area

MAPPA Categories

MAPPA Category 1 - Registered Sex Offenders

All Registered Sex Offenders (RSO's) are subject to MAPPA. Part 2 of the Sexual Offences Act 2003 defines registered sex offenders as those offenders having been convicted or cautioned since 1st September 1997 of a sexual offence listed in Schedule 3 of that Act, or who at that point were serving a sentence for a like offence.

RSO's remain subject to MAPPA for the period they are required to register. This is determined by the sentence received for the qualifying offence or by the presence of a civil order attracting a requirement to register, for example a Sexual Offences Prevention Order (SOPO).

Once the requirement to register expires, the offender should be reviewed under MAPPA. If the offender still poses a significant risk of serious harm, they should be managed at MAPPA Category 2. If the risk of serious harm has diminished sufficiently, the offender should be de-registered from MAPPA.

MAPPA Category 2 – Violent/Other Sex Offenders

This category can be summarised as an offender who has committed an offence within Schedule 15 of the Criminal Justice Act 2003 (CJA 2003) and who receives one or more of the following disposals:

- 12 months or more imprisonment.
- 12 months or more detention in a young offender institution.
- A sentence of detention during Her Majesty's pleasure.
- A sentence of detention for public protection under section 226 CJA 2003.
- A sentence of detention for a period of 12 months or more under section 91 of the Sentencing Act (offenders under 18 convicted of certain serious offences).
- A sentence of detention under section 228 CJA 2003.
- A detention and training order of 12 months or more.
- A hospital or guardianship order within the meaning of the Mental Health Act 1983 (c.20).
- Found not guilty by a court in England or Wales by reason of insanity.
- Found to be under a disability and to have done the act charged against him/her in respect of such an offence.

This category only applies to offenders who are currently subject to statutory supervision/licence conditions and who were sentenced after 1 April 2001, or who were at that point serving a sentence for a qualifying offence. This category is not retrospective pre 1 April 2001.

Offenders remain in this category until the end of their statutory supervision/licence for the qualifying offence. If there is no longer a risk of serious harm the offender should be de-registered from MAPPA.

MAPPA Category 3 – Other Offenders

These are offenders who are not included in Categories 1 or 2, but who are considered to pose a risk of causing serious harm to the public or an individual. This category is not defined by specific offences. The identification of these offenders is dependent on, and determined by, the judgement of and the risk assessment undertaken by the agency involved, in agreement with the 'Responsible Authority'. (Police, Probation and the Prison Service).

To be included in this category the offender must have been convicted of an offence that indicates they are capable of causing serious harm to the public AND the 'Responsible Authority' must have reasonable and identifiable concerns that the offender may cause serious harm to the public or specific individual in the future.

An offender will remain subject to MAPPA in this category until the 'Responsible Authority' determines the risk of causing serious harm has diminished. At this point the offender should be de-registered from MAPPA.

During 2005 – 2006 the Kent MAPPA managed 50 offenders at Level 3

Key effective measures, which reduce the risk of offenders in the community, are:

- Completion of programmes that address the causes of offending behaviour.
- Controls on behaviour, which are added to licences or orders.
- Recall to prison, if such parole licences are breached.
- Intensive supervision by a probation case manager and/or police public protection officer.
- The use of covert police surveillance (in some cases).

- Contingency plans and rapid response arrangements made with the local police.
- Ensuring offenders receive appropriate mental health care.
- Ensuring offenders are living in suitable accommodation.
- Support networks involving voluntary agencies and sometimes the offender's family.

Critical to rigorous risk assessment is the collating and sharing of all information. This leads to informed decision making about the management of the risk. The risk assessment is not a one-off activity. It must be regularly reviewed and monitored to ensure that any variation in the offender's risk status is reflected in the Risk Management Plan.

All partner agencies sign up to the MAPPA protocol, sharing information and agreeing joint action. The strict protocol does not allow for the sharing of this information with other agencies or outside parties who have not signed up to the formal agreement.

The principles underpinning public protection are:

- To gather and share all the relevant information concerning the offender in a multi-agency format and enable other agencies to make a risk assessment.
- Kent Probation Area, Kent Police and Her Majesty's Prison Service to use nationally agreed risk assessment tools to assess the risk of harm (OASys and Risk Matrix 2000).
- To hear representations made on behalf of the victim and to take these into account.
- To consider human rights/civil liberties issues.
- To take account of Freedom of Information and Data Protection.
- To work with the offender to develop internal controls to reduce the risk of re-offending by including them in accredited and nationally recognised treatment and relapse prevention programmes.
- To implement external controls to manage the risk of harm.

Managing the Risk

For offenders subject to statutory supervision, which can include community orders or post-release licence, there are National Standards stipulating minimum supervision contact levels and frequency of risk management reviews, plus the opportunity to impose restrictive conditions, which are all rigorously enforced.

A post-release licence may contain a variety of conditions tailored to manage the risk posed by that individual offender.

In order to contribute towards this, the Kent Probation Area, with the use of experienced specifically trained probation officers and a Forensic Psychologist, are responsible for the delivery of the accredited Thames Valley Sex Offender Groupwork Programme (TVSOGP).

The key elements of this work include:

- Risk assessment and management.
- Making sex offenders aware of the damage caused to the victims.
- Challenging the offender's denial and minimisation, by encouraging the offenders to take full and active responsibility for their offending behaviour.
- Reducing social adequacy deficits associated with sexual offending.
- Development of effective relapse prevention strategies.
- Individual work and support by the probation case manager.
- Liaising with the police and other appropriate agencies to gather and share information.

In order to achieve the above, pre-programme and assessment, together with psychometric testing is used to identify what intervention/treatment is needed for each offender.

This would normally include an initial intensive two week group therapy Foundation Block, followed by semi-intensive therapy of 2 evenings a week, for 14 weeks, for Victim Empathy and Life and then a further 6 months of once a week Relapse Prevention work. At the end of treatment, a further assessment to evaluate individual risk and change is completed.

All of the above is dependant on the continued good working relationships and effective communication and co-operation between the various teams and agencies in Kent Probation Area. Together we make a difference.

The MAPPA ensure that agencies work together to enable a full and comprehensive risk management plan to be agreed for those offenders assessed as posing a very high risk of harm to the public.

Examples of the agencies involved in MAPPA

Local Authority and Registered Social Housing Providers

Local Authorities have a statutory obligation under the Housing Act 1996, and the Allocation of Housing (England) Regulations Act 2000, to provide housing for people who find themselves homeless, as long as this has not occurred intentionally. The role of the Housing Authority in the risk management process is to represent housing enablers (Local Authorities) and providers (often Housing Associations). They contribute information on appropriate housing for offenders being considered as part of the MAPPA process and how they can be housed safely.

Health

Health has a key role in the MAPPA process and can make a significant contribution, particularly in the field of mental health. We have made successful links with Kent Forensic Psychiatry Service. During the past year we have extended our health contacts to include the Primary Care Trusts and Community Mental Health. These developments are continuing and significantly we delivered two training sessions with Community Consultant Psychiatrists in April and May 2006. As a result of an Independent Inquiry we have developed an action plan to raise the awareness of MAPPA within the Health Economy within Kent and Medway.

Drug Alcohol Action Team (DAAT)

Drug and alcohol abuse has featured prominently with many of the MAPPA offenders. Drug and alcohol teams are having an increasing profile within the MAPPA arena.

Children Services (Social Services and Education Departments)

Those charged with child protection responsibilities ensure that risks to children generally and specifically within their family and social circle, are not overlooked and that plans take account of their needs. Their contribution to the MAPPA process continues to be a key ingredient in the sharing of information and development of robust risk management plans.

Adult Protection

During the past year we have seen an increase in the number of referrals relating to offenders who have perpetrated abuse on other vulnerable adults. This may be a developing area of work for MAPPA.

Youth Offender Service (YOS)

Although the MAPPA deal primarily with adults, some young offenders meet the criteria for inclusion in the process. Youth Offender Teams (YOT's) have a wealth of information to offer and often have had considerable contact with the offender and their family. In the last year working with this offender group has proved difficult for MAPPA in Kent. Whilst agencies are prepared to share information and assess the risk of harm some young offenders pose, accessing appropriate services and facilities has proved challenging.

Victim Support and Women's Support Service

They aim to improve support and protection for victims and witnesses. Working with MAPPA to reduce the adverse effects of crime on victims and witnesses and preventing secondary victimisation.

Kent and Medway Fire and Rescue Service

They offer an increased awareness of the impact of fire setting both for victims and the offender.

The fifth year of the Multi Agency Public Protection Arrangements has seen improved targeting of offenders, ongoing development work with other agencies and strengthening the MAPPA process.

May 2005	National MAPPA Conference
July 2005	Kent and Medway Magistrates Conference
September 2005	Kent MAPPA Annual Report published
September 2005	Multi Agency Conference
October 2005	Joint Thematic Inspection of Public Protection by Probation, Prison Service and Police
November 2005	National MAPPA Conference
November 2005	Learning from Serious Untoward Incidents
January 2006	Initial findings of Joint Thematic Inspection sent to agencies
January 2006	Multi Agency Conference
March 2006	Independent inquiry into the treatment and care of Richard Loudwell

Kent MAPPA Annual Report Statistical Information

Required for the reporting period 1st April 2005 - 31st March 2006

1. Category 1 MAPPA offenders: Registered Sex Offenders (RSO)	Answers
i) The number of RSO's living in your Area on 31st March 2006	941
a) The number of RSO's per 100'000 head of population. (This figure will be calculated centrally by NPD)	59
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	56
iii) The number of (a) Sexual Offences Prevention Orders (SOPO's) applied for (b) interim SOPO's granted and (c) full SOPO's imposed by the courts in your Area between 1st April 2005 and 31st March 2006	a) 5 b) 4 c) 64
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	a) 0 b) 0 c) 0
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	a) 0 b) 0 c) 0
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	663
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.	45
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) RSO's, (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.	Level 2: 1) RSO - 232 2) V & O - 234 3) Other - 20 Level 3: 1) RSO - 21 2) V & O - 15 3) Other - 14
(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?	Level 2: 37 Level 3: 11
(b) Were returned to custody for a breach of a restraining order or sexual offences prevention order?	Level 2: 5 Level 3: 1
(c) Were charged with a serious sexual or violent offence?	Level 2: 1 Level 3: 0

The number of Registered Sex Offenders living per BCU on 31st March 2006

BCU Area	Number of Registered Sex Offenders
North Kent	112
West Kent	95
Maidstone	115
Medway	175
Swale	68
Canterbury	73
Thanet	119
South East Kent	113
Weald	71
Total	941

Strategic Management Board

Overseeing and managing MAPPA in Kent is the responsibility of the Strategic Management Board. The effective working of the Board is key to the success of the Kent MAPPA process. Please see the comments of the Chair below:

The SMB comprises representatives of the "Responsible Authority" for MAPPA, that is Probation, Police and Her Majesty's Prison Service, plus organisations with a "Duty to Co-operate". The latter includes the NHS, Forensic Psychiatric Services, Kent County Council, Medway Unitary Authority and Victim Support. The two Lay Advisers from the community also sit on the SMB.

This year the SMB has:

- Set up a panel to review any cases where serious further offending has taken place.
- Considered the findings of any inspections relevant to the MAPPA (such as the Home Office audit of public protection).
- Produced a business plan for the year ahead.

Public Protection Audit

Her Majesty's Inspectorate of Probation (HMIP) and Her Majesty's Inspectorate of Constabulary (HMIC) undertook a joint thematic inspection of eight areas in England and Wales, including Kent, which was visited in October 2005.

The report on findings from the eight areas will be published in the near future. The inspection gave some positive feedback to Probation and Police in Kent. The use of Intelligence Analysts by Kent Police and the joint working of police and probation were both regarded as strengths. Any areas for improvement will be taken forward in the business plan.

Links to Criminal Justice and Children's Safeguards

The Chair of the SMB is a member of both the Kent and the Medway Safeguarding Children's Board. Processes have been agreed for connecting MAPPA reviews with reviews

under the 'Working Together to Safeguard Children', where the victim is a child. The issue of mutual training for staff is also being explored.

The Chair also represents MAPPA on the Kent Criminal Justice Board Action Group and acts as a strategic link between the two bodies.

MAPPA Business Plan

The SMB published its business plan for 2006-07 in January 2006. The plan has 4 sections:

- MAPPA Development.
- Monitoring and Evaluation.
- Communication and Strategic Partnerships.
- Training needs.

This is the first time Kent MAPPA has produced a business plan and progress in relation to this plan will be reviewed at a later date.

Rob Verity

Director Public Protection, Performance and Prisons

The focus on victims

Kent Probation Area set up its Victim's Unit in 2001, in response to Section 69 of the Criminal Justice Act 2000, which imposed a statutory duty upon the probation service to undertake victim contact work with the victims of sexual and violent offenders sentenced to 12 months or more in custody. This includes the families/partners of murder victims.

The Unit's Victim Liaison Officers play an essential role within MAPPA. They contribute at multi-agency meetings and work with probation officers, police public protection officers and prison staff to ensure named victims are safeguarded from offenders.

The service offered to victims can range from correspondence by telephone or letter, to face-to-face contact. We can often learn more about an offender's behaviour by talking directly to a victim, especially in domestic violence cases.

The work focuses on providing information to the victim about how the criminal justice system works after the offender has been sentenced.

The role of the Analyst

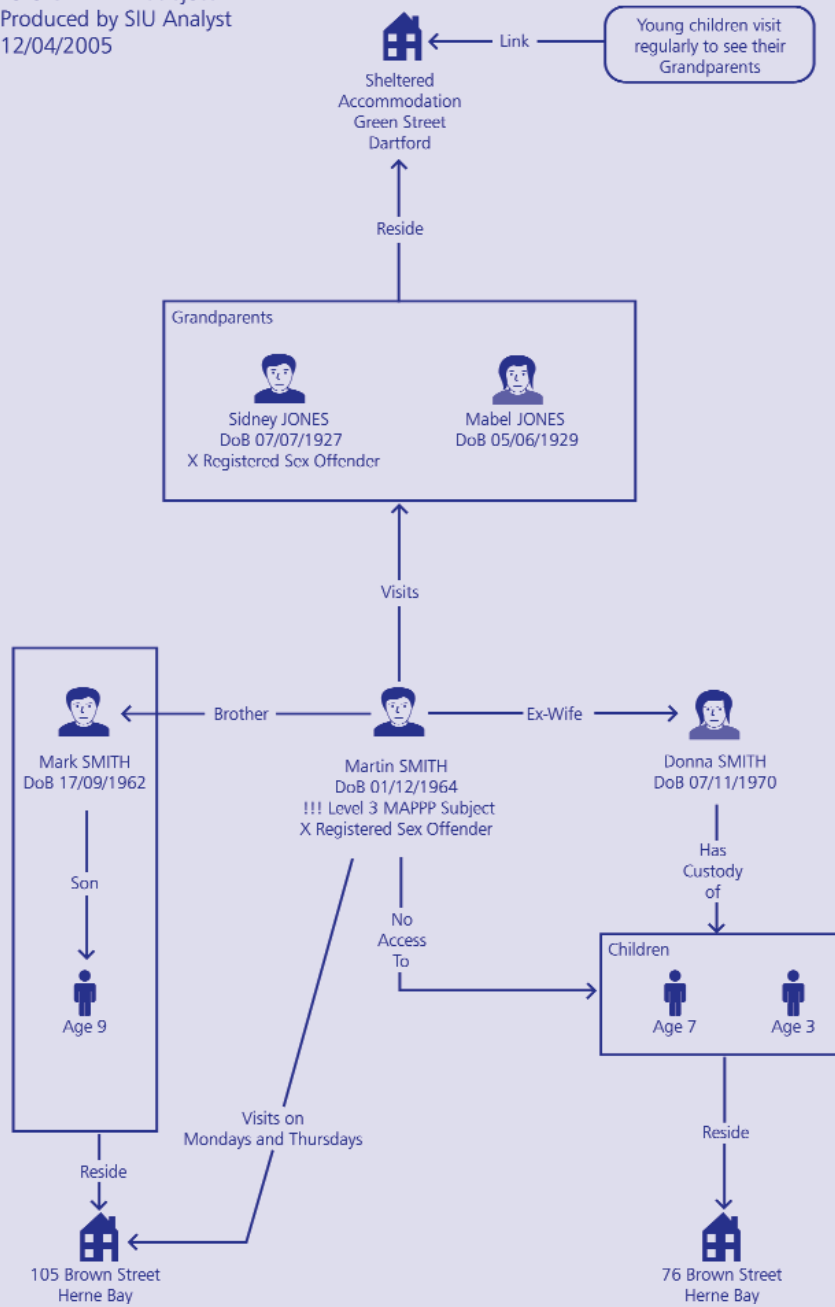
The Analysts role within the MAPPP arena encompasses the research, review and profiling of the Level 3 MAPPP subject.

When a person is referred and accepted at Level 3 MAPPP, the Analyst will research them on various databases including local police systems, the Police National Computer (PNC) and any other available sources, such as Probation and Social Services files where appropriate. All of this information is pulled together in order for the Analyst to complete a full picture of the offender.

There are various ways in which this data can be displayed, such as an association chart (see example over page), a map showing the location of offences, a timeline illustrating the chronology of incidents, or a spreadsheet of incidents/offences the subject is linked to, for example to show similar facts and highlight any intelligence gaps.

During the MAPPP, information is exchanged with other members of the panel and this can help the Analyst to update their information and to assist in identifying any risk factors posed by the subject. Any reports or products completed by the Analysts will be updated as a regular ongoing process, with various members of the MAPPP being kept informed of any new information and the new analytical product being shared at the next MAPPP.

Association Chart of Martin SMITH
 Level 3 MAPPP Subject
 Produced by SIU Analyst
 12/04/2005



Please note all names, DOBs and addresses are fictitious

The Role of the Prison Service in MAPPA 2005 – 2006

One important aspect of the Criminal Justice Act (2003) was to establish the prison service as a Responsible Authority, which must act in co-operation with the police and probation service in the management of dangerous offenders. The inclusion of the prison service in Multi Agency Public Protection Arrangements reflects the significant role it plays in protecting the public by keeping offenders in custody, helping them to understand and address their offending behaviour and by undertaking work to support their resettlement into the community.

As part of the Responsible Authority the prison service is represented on the Kent MAPPA Strategic Management Board. The role and contribution of the prison establishments within the Kent area are defined within a protocol that has been endorsed by the prison service Area Manager. The main focus of the prison service contribution is at an operational level.

A number of practices have been adopted to ensure an effective outcome in:

- Prompt identification of MAPPA offenders in order to effectively plan sentences and target interventions to reduce and manage risk.
- Monitoring offenders assessed as presenting the highest risk of harm and sharing relevant information with colleagues in the police and probation.
- Provision of relevant information to Multi Agency Public Protection Panels in order to contribute to effective release planning.
- Information on a MAPPA offender's release from custody to be shared with community agencies at least 3 months prior to release.
- No changes to release dates or arrangements to be made without prior consultation with police and probation.

The prison service recognises the crucial role of communication between criminal justice partners in managing the risk posed by offenders, to better protect the public. Across the prison service steps have been taken to ensure that there are dedicated points of contact both at local establishment level and at area level. Relationships have been developed which support the sharing of information for a broader approach to risk management.

As the proportion of offenders subject to MAPPA increases, the prison service will have a vital role in protecting the public. One project in Kent area that will support this has been the reorganisation of prisons on the Isle of Sheppey into a cluster with shared resources. Key to this change has been the principle of focusing services on offenders' needs and introducing offender managers. This new model supports increased opportunities for provision of a range of interventions, which can be planned and targeted more effectively at those offenders who pose the greatest risk.

Laura Hird

Kent, Surrey and Sussex Public Protection Lead
HMP Prison Service

Lay Advisers

Janet White and Jacquie Corbyn were appointed by the Home Office as Lay Advisers in 2005.

They underwent a robust and gruelling selection process in January and February 2005. Jacquie attended the first part of Lay Adviser training at Warwick University in May and Janet went to Reading University in June. The content of the training looked at the role of the Lay Adviser, an introduction to the work of MAPPA, risk assessments, victims' issues and the role of the public in public protection.

This year they attended another weekend training session at Warwick University. The training was intensive and interesting, including additional input on operational and strategic issues and how the Strategic Management Boards (SMB's) can best communicate with local communities about MAPP. It was also extremely beneficial to meet fellow Lay Advisers from around the country and learn about their involvement with the SMB's in their areas.

As part of their induction they have attended Level 3 MAPP's and arranged visits to one of the prisons on the Isle of Sheppey, HMP Elmley.

Janet and Jacquie are hoping to continue their induction by visiting Crown and Magistrates Courts and Approved Premises.

In October they were invited to attend the Thematic Inspection and have been involved and contributed to the SMB Business Plan for 2006/2007.

Their role as Lay Advisers is in its infancy and both Janet and Jacquie are looking forward to making a real contribution in the coming year.

Janet White & Jacquie Corbyn

Lay Advisers

Violent and Sex Offender Register (ViSOR)

ViSOR Supervisor's role:

The role of ViSOR Supervisor was created in preparation for the role out of ViSOR in Kent on the 21st February 2005. The position sits within the Special Investigation Unit at Police Headquarters in Maidstone, reporting to the Head of Public Protection for Kent Police.

The ViSOR Supervisor undertakes quality checks of the information held, monitoring the updating and quality of data and highlighting deficiencies in record completion. It is imperative that information held within ViSOR is accurate, relevant and up to date in accordance with Data Protection and Human Rights legislation.

One of the main roles of the ViSOR Supervisor is to provide guidance and where required, tuition and assistance in the use of the system to all of its 85 users, identifying, developing and disseminating best practice policies as appropriate.

ViSOR is capable of performing searches across nearly all of its data parameters. This enables the ViSOR Supervisor to respond to requests to interrogate the system in respect of major investigations on behalf of the Force and liaise with investigating officers to provide a more comprehensive investigation. ViSOR has been used on several occasions during the last 12 months to assist in attempt abduction, serious sexual assault and rape enquiries.

The ViSOR Supervisor maintains a central overview of the quality of records as well as the transfer of records in and out of the force and all records that require merging or archiving in accordance with local policy.

ViSOR is being continually enhanced and changes are made to the system approximately every two months. The ViSOR Supervisor participates in a Regional User Group and represents the South East Region at the National Change Management Group to discuss policy, current issues and future enhancements to the system.

ViSOR's role within MAPP:

ViSOR supports the MAPP process by providing up to date, relevant and accurate information and intelligence to all enquirers. ViSOR is a management tool for Violent, Dangerous and Sex Offenders that promotes quality intelligence gathering that is available for use within the MAPP arena.

ViSOR provides a chronological history of a subjects history of offending, intelligence gathered, risk assessment and risk management plans that builds a full and robust package that is available to authorised personnel.

Dan Noon

ViSOR Supervisor

Keeping Children Safe

Disqualification Orders

Disqualification orders are an important measure to protect children from those who may pose a risk to them and were introduced by the Criminal Justice and Court Service Act 2000 and were implemented in 2001.

Individuals who have been convicted of one of a list of specified sexual and violent offences against a child are liable to disqualification from working with children. Offenders given a disqualification order are prevented from applying for, offering to do, accepting, or doing any work in a regulated position. Examples of "working with children" extend from babysitting to working as a schoolteacher and from working in a local authority education or social services department to voluntary work at a child's football club. They also include positions whose normal duties include the supervision or management of another individual who works directly with children, for example a member of a school governing body.

As part of our wider responsibilities in reducing harm and limiting risk, Kent Police, Kent Probation, the Courts and Crown Prosecution Service revisited cases which met the criteria to ensure orders were granted where appropriate. In cases where they were not applied we have commenced a process to apply for them retrospectively.

Role of Public Protection Officer at Kent Police Headquarters

In November 2004 the Special Investigations Unit (SIU) was created at Kent Police Headquarters. Posts were created for staff that had expertise in Domestic Violence, Child Protection and Adult Protection. In January 2005 a Public Protection Police Officer joined the team.

The role of the Public Protection Officer at Kent Police HQ is to maintain a detailed overview of Public Protection and MAPPAs issues within the county. Also to maintain and develop effective working relationships with all agencies, namely the Probation and Prison Service, involved in the MAPPAs process, and to co-ordinate Kent Police response to Public Protection at the Level 2 MAPPAs.

There is an excellent working relationship with the two Public Protection Administrators at Kent Police HQ, which has allowed the continuing development of MAPPAs to progress. It has been identified from the good working relationship with Probation and evidence from the HMIC that the Level 2 MAPPAs process requires change.

The Public Protection Officer at Kent Police HQ and the Senior Probation Officer for High Risk Offenders, Kent Probation worked together to develop a proposal for change to the Level 2 processes. This is currently a work in progress and we hope to be able to produce a more strategic, evidence based, auditable and accountable system, which is in conjunction with the recent MAPPAs consultation paper.

The role of the Public Protection Officer at Kent Police HQ continues to develop and maintain a collaborative approach with all agencies involved in MAPPAs and public protection work.

Emma Chiffey

Public Protection Officer – Policy & Procedure

Role of the Senior Probation Officer/Manager - High Risk Offenders,

Kent Probation Area

I am the manager for high risk offenders for Kent Probation Area and part of my role includes Level 3 MAPPAs's. I chair Level 3 MAPPAs's and am involved in a lot of the liaison

that takes place around them. This includes significant liaison with my partners in the police, prisons and other agencies who are key to the effective management of very high risk offenders. There is an excellent culture of joint working between police and probation at Level 3 and strong links have been made with key partner agencies like social services and mental health.

I have strategic responsibility for Level 2 MAPPP's and have been involved, with my counterpart in Kent Police, Emma Chiffey in the development of new processes and procedures for Level 2 in Kent. We hope that these new processes will ensure greater consistency across the county, enhance the already good relationships between police and probation at Area level and provide a seamless method of identifying, assessing, managing and reviewing high risk offenders.

In addition, we have commissioned a new database, which will complement the enhanced Level 2 process. We are rolling out the enhanced Level 2 process and database in 2006, which should place us in a stronger position within this financial year with regards to monitoring and tracking offenders through both the Level 2 and the Level 3 systems.

As part of the roll out we are also conducting an Area audit of all cases that have been subject to MAPPA, in order that we may prioritise and categorise them according to Level 1, 2 and 3. Hopefully this joint audit will be an opportunity for agencies to understand each other's processes more fully and reach a consensus on what we mean by 'Risk' and effective 'Risk Management' across the whole county.

I have found it very exciting to work so closely with my fellow professionals in Kent Police and in other agencies. It has been very enjoyable to be involved in the creation of a new and hopefully improved way of managing some of the most concerning and dangerous people in our communities.

Rebecca Remigio

SPO/Manager – High Risk Offenders

Case Studies

Simon

In May 2005, Simon received a twelve month Referral Order for a sex offence against a male under the age of sixteen. Under the Sexual Offences Act 2003, this sentence required him to register on the Sex Offenders Register for a period of two and a half years (had he been an adult the registration period would have been five years).

Simon's case was initially managed at area level, through the Level 2 MAPPA procedures, but came to Level 3 in September 2005, due to a significant increase in the risk he posed. In addition, the Agencies involved felt that Level 3 could assist in engaging the funding required to undertake a specialist risk assessment and to engage Simon in an appropriate intervention to address his offending behaviour.

Simon had exhibited sexualised behaviour since the age of 5. Over the years his behaviour became planned and he utilised sophisticated grooming techniques. He came to the notice of the Young Abusers Panel in August 2004.

At the time of becoming a Level 3 case, Simon was vocalising his sexual fantasies and he continued to be fixated on young boys. He had no victim awareness, empathy or remorse and his home circumstances provided no sexual boundaries.

He claimed to hear voices telling him to commit offences and as a result was referred to the psychiatric team. Simon was diagnosed as not showing signs of mental illness or psychosis and was not eligible for treatment under the Mental Health Act.

The following is a chronology of his case:

- **September 2005**, a service was engaged to provide an initial assessment of safety and treatment needs, in respect of Simon's concerning sexual behaviour. Following assessment of this behaviour, his childhood and family history, and the attitudes of his family, it was concluded that he either required a series of community based specialist therapy sessions

in respect of his sexually inappropriate behaviour, or a period in a residential placement, away from his family.

- **October 2005**, the Police successfully applied for an Interim Sexual Offences Prevention Order, which placed certain prohibitions on Simon in relation to places he could visit and times that he must be at his family residence.
- **November 2005**, Social Services agreed to fund the initial sessions of a community-based young perpetrator programme, to assess Simon and his family. The Youth Offending Service funded their taxi fares to and from the sessions, as without this, his family might not have been committed to attend. Social Services could not fund the therapeutic treatment that followed and the cost fell to the Primary Care Trust. However, the Primary Care Trust was unlikely to agree to fund this treatment because Simon had not been diagnosed with a treatable mental illness.
- Over the following months the MAPPP worked tirelessly to secure funding for the second phase of Simon's treatment, knowing that without this funding Simon would not receive the treatment he required to reduce the risk he posed.
- **March 2006**, the Primary Care Trust agreed to fund treatment due to the high level of risk being incurred by Simon's behaviour.
- **June 2006**, Police were successful in obtaining a full Sexual Offences Prevention Order, which lasts for a period of five years and sees Simon's requirement to register on the Sex Offenders Register extended to coincide with this Order.

To date, Simon remains in the Level 3 process. He engages well in the therapeutic sessions and is showing positive signs of changing. He has not committed any further offences. His level of risk of harm is reducing and we will look to move him to Level 2 in the near future.

Agencies involved:

- Kent Probation
- Kent Youth Offending Service
- Kent Police
- Kent Social Services
- Barnardo's
- Kent Forensic Psychiatry Service
- Primary Care Trust

Paul

Paul was convicted of Common Assault against his partner, for which he was sentenced to an eighteen month Community Rehabilitation Order with the condition to attend the Integrated Domestic Abuse Programme (IDAP). He was referred to Level 3 MAPPA following his disclosure on the Programme that he strangled his partner to the **point of unconsciousness**.

Paul had previous convictions for violent offending. There had also been other Domestic Violence incidents recorded at the address he shared with his partner. Paul and his partner had a young son who copied the behaviour of his father.

It was clear from the beginning of the Programme, that although honest in relation to the offences committed, Paul showed no remorse in relation to his domestic abuse. He had definite ideas of what men and women should do and was very matter of fact and controlled when he described the incidents he had perpetrated against his partner. Paul also admitted to having a serious drink problem.

Information sharing within MAPPA enabled a risk management plan to be established to protect the victim and her son. While Paul was attending the IDAP programme, his partner had the option to work with a Women's Safety Worker concerning the abuse, and to develop strategies to be safe. Paul's son was registered on the Child Protection Register under the category of physical and emotional abuse.

Case Studies

The following is a chronology of his case:

March 2005, During the IDAP programme offenders are shown 'time out' strategies they can use in an attempt to stop situations escalating into physical violence. Paul stated during group sessions that there hadn't been any further violence but that abusive situations had occurred. There had however been a huge shift in his thinking with regard to his perception of the impact his behaviour was having on his son.

March 2005, Paul was assessed by the Forensic Psychiatry Service to examine his level of risk. During the assessment he stated he was communicating more with his partner and had cut down on the violence. He spoke of learning to control himself through IDAP, however he referred frequently to the word 'control'. Paul realised that he became angry very quickly, and through her work with the Women's Safety Worker, his partner would now tell him when he was being controlling. The assessment revealed that Paul had a strict upbringing and that his father had used corporal punishment against him. Paul had also been violent as a child. Paul did not show evidence of any mental illness but exhibited dissocial traits. The assessment also concluded that the risk to his partner was reducing but would need to be monitored when IDAP finished. Paul stated he and his partner wanted another child.

Paul's partner began to attend the 'Freedom Programme' and this empowered her to be more assertive.

June 2005, Paul informed Probation that his partner was pregnant again and there were financial pressures at home as his partner was in debt. He continued to report that there had not been any incidents of physical violence. His partner shared with the Women's Safety Worker she was considering leaving him.

July 2005, Paul recognised that his relationship with his partner was not secure and that his violence and control over the relationship was not acceptable.

November 2005, Paul completed the groupwork element of IDAP in October and undertook post-programme work. He expressed changes in his attitudes and beliefs and was more accepting of others opinions.

December 2005, Paul was on bail for an alleged offence against his partner. The new baby was born and following this, his partner and children moved in temporarily with her parents.

January 2006, A breakdown in communication between the relevant agencies increased risk. His partner had withdrawn her support over the alleged offence and the matter was not taken any further. Probation arranged for an alcohol assessment with a counselling service, in order to help him address his problem.

February 2006, Child Protection Conference occurred - decision was taken that both children should remain on the register. Paul's Community Rehabilitation Order was successfully completed and he was no longer subject to statutory supervision, but was offered voluntary contact by the Probation Service.

March 2006, Paul's partner informed him she would not move back to the family home and he took the news well. Paul continued to visit his children at his partner's parents' address. Social Services stated they would consider de-registering the children at the next conference if Paul's partner and the children lived away from him. There was agreement between the professionals that Paul's case could now be dealt with through the Level 2 process, since the imminence of harm had reduced.

Paul continued to be managed through the Level 2 MAPPP until June 2006, when his case was de-registered.

There had been no further reports of violence or offending and Paul was no longer subject to statutory supervision.

The children were deregistered from the Child Protection Register and were listed as children in need, as the victim had moved to her own independent address.

Agencies involved:

- Kent Probation Area
- Kent Police

- Social Services
- Kent Forensic Psychiatry Service
- Women's Support Service
- H M Prison

Contact Details

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Rebecca Remigio Senior Probation Officer/Manager - High Risk Offenders rebecca.remigio@kent.probation.gsi.gov.uk	Maidstone Probation Office 56-58 College Road Maidstone Kent ME16 6SJ	01622 687521
Jeanette Edgar Area Manager, Public Protection and Victims jeanette.edgar@kent.probation.gsi.gov.uk	Kent Area Office, Chaucer House 25 Knightrider Street Maidstone Kent ME15 6ND	01622 350820
Kent Area Prisons	Address	Phone
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Martha Blom-Cooper Head of Reducing Re-offending Team martha.blom-cooper@hmps.gsi.gov.uk	Kent Area Office 80 Sir Evelyn Road Rochester Kent ME1 3NF	01634 673038
Kent Police	Address	Phone
Greg Barry Detective Superintendent Special Investigations Unit – Case Review gregory.barry@kent.pnn.police.uk	Kent Police Headquarters Sutton Road Maidstone Kent ME15 9BZ	01622 654560
Nora Chandler Detective Chief Inspector Special Investigations Unit nora.chandler@kent.pnn.police.uk	Kent Police Headquarters Sutton Road Maidstone Kent ME15 9BZ	01622 650453
Emma Chiffey Public Protection Officer, Policy and Procedure Special Investigations Unit emma.chiffey@kent.pnn.police.uk	Kent Police Headquarters Sutton Road Maidstone Kent ME15 9BZ	01622 650160
Sara DeFroand and Tracy Gain MAPPAs Administrators Special Investigations Unit public.protection.unit@kent.pnn.police.uk	Kent Police Headquarters Sutton Road Maidstone Kent ME15 9BZ	01622 650459 / 650466



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