



# Annual Report 2008 - 2009

## Lincolnshire Multi Agency Public Protection Arrangements



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# Chair's Foreword

This report provides us with an opportunity to bring to a wider audience the evidence of what Multi-Agency Public Protection Arrangements (MAPPA) are doing within the Lincolnshire community. Whilst there is no room for complacency, the following pages will show that the more serious offenders managed through MAPPA have been supervised effectively to prevent them re-offending and causing further harm.

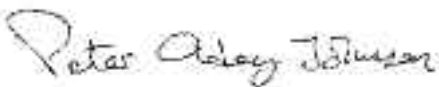
The work of MAPPA is concerned with managing and reducing the risk offenders convicted of sexual and serious violent offences present to the community. Success has to be viewed in the context of constant media coverage of violent crime and occasional, but well-publicised, failings in specific, tragic, cases. One of the difficulties is in presenting the day-to-day reality of the risk these individuals present to communities in Lincolnshire and the efforts of committed professional staff working in a range of agencies to reduce that risk.

No single agency has the capacity to provide public protection alone and success is dependant upon sustained and proactive participation in MAPPA via the agencies involved. The greatest opportunity for delivering and sustaining public protection is where agencies collaborate for the purposes of safeguarding the public. I would therefore like to take this opportunity to thank my colleagues within the MAPPA for their continued dedication and commitment to public protection.

In Lincolnshire there have been no further serious offences committed by those offenders managed under MAPPA. Efforts need to continue to ensure that performance remains at the highest level and established links across agencies are strengthened to further improve victim protection. The MAPPA Strategic Management Board have taken steps to implement a multi-agency process to enable learning and good practice to be identified and shared.

Protecting the public from dangerous offenders and reducing re-offending is of paramount importance. That is why MAPPA continues to seek to improve the range of interventions available to manage such individuals. The new 3 year Polygraph Test pilot starting in April 2009 in the East Midlands is one such example. Polygraphy is intended to be just one element of sex offender treatment, and is not intended to be a stand-alone intervention. Research into the pilot will seek to establish whether polygraphy tests should be made mandatory for all sex offenders and rolled out across the country as a useful additional risk management tool in order to protect the public.

The intention in 2009/10 is to build upon the solid basis of work already completed, to demonstrate commitment to developing more effective ways in managing dangerous offenders, to engage the public and inspire confidence and continue to put the needs of the victim at its centre.



Peter Adey-Johnson  
Chair of SMB

# The MAPPA Framework

## What is MAPPA?

- MAPPA are a set of arrangements to manage the risk posed by certain sexual and violent offenders. They bring together the Police, Probation and Prison Services in Lincolnshire into what is known as the MAPPA Responsible Authority.
- A number of other agencies are under a duty to co-operate with the Responsible Authority. These include: Children's Services, Adult Social Services, Health Trusts and Authorities, Youth Offending Teams, local housing authorities and certain registered social landlords, Jobcentre Plus, and electronic monitoring providers.
- The purposes of MAPPA are:
  - to ensure more comprehensive risk assessments are completed, taking advantage of co-ordinated information sharing across the agencies; and
  - to direct the available resources to best protect the public from serious harm.

## How do the MAPPA work?

- Offenders eligible for MAPPA are identified and information is gathered/shared about them across relevant agencies. The nature and level of the risk of harm they pose is assessed and a risk management plan is implemented to protect the public.
- In most cases, the offender will be managed under the ordinary arrangements applied by the agency or agencies with supervisory responsibility. A number of offenders, though, require active multi-agency management and their risk management plans will be formulated and monitored via MAPP meetings attended by various agencies.

## Who are the MAPPA offenders?

There are 3 categories of offender eligible for MAPPA:

**Registered sexual offenders** (Category 1) - Sexual offenders who are required to notify the police of their name, address and other personal details and notify any changes subsequently;

**Violent offenders** (Category 2) - Offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. This category also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children; and

**Other Dangerous Offenders** (Category 3) - Offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm, there is a link between the offending and the risk posed, and they require active multi-agency management.

# Lay Advisers

## How are they Managed?

There are 3 levels of management, which are based upon the level of multi-agency co-operation required to implement the risk management plan effectively. Offenders will be moved up and down levels as appropriate:

### Level 1 - Ordinary Management

These offenders are subject to the usual management arrangements applied by whichever agency is supervising them. But this does not rule out information sharing between agencies, via ViSOR and other routes.

### Level 2 - Active Multi-agency Management

The risk management plans for these offenders require the active involvement of several agencies via regular multi-agency public protection (MAPP) meetings.

### Level 3 - Active Multi-agency Management

As with level 2 but these cases additionally require the involvement of senior officers to authorise the use of special resources, such as police surveillance or specialised accommodation, and/or to provide ongoing senior management oversight.

## What do the Lay Advisers do?

The responsible authority is required to appoint 2 lay advisers to sit on the SMB. The lay advisers act as independent yet informed observers; able to pose questions which the professionals closely involved in the work might not think of asking. They also bring to the SMB their understanding and perspective of the local community – where they must reside or have strong links.

Bobbi Ashton has been a member of the Lincolnshire MAPP for over 4 years and is considered our critical friend of the process;

'This has been a very busy year for the MAPP Strategic Management Board because we have had to take on board new processes as a result of the recently issued National Guidance. The positive outcome of this is that every MAPP across the country will now be using a standardised approach to the assessment and management of MAPP offenders. One of the advantages of the new National Document Set is that it provides a consistent benchmark against which each and every MAPP-managed case can be measured.

I continue to be involved with the internal auditing of cases and this has enabled Lincolnshire to evidence its compliance with national requirements.

Additionally this year I have been asked to be involved with the recruitment of a new Lay Advisor in Lincolnshire, which I consider to be a great privilege. I look forward to another interesting year of service.'

### Bobbi Ashton Lay Adviser

# What is the Role of the Strategic Management Board?

Senior representatives of each of the agencies involved in MAPPA form a strategic management board (SMB) which meets at least quarterly to monitor the arrangements and direct any necessary improvements.

## Key Achievements 2008 - 2009

- Implementation of the MAPPA National Document Set to provide consistency and quality throughout the MAPPA process at a national level.
- Extending the operational use of ViSOR
- Continued commitment to training has been ongoing with a significant series of multi-agency area events being held for MAPPA awareness.
- Continued working in partnership with other agencies to ensure that cases managed to a defensible level.

## Key Priorities 2009 - 2010

- Monitoring and evaluation of performance against National MAPPA
- Targets
- Review existing memorandums of understanding between Duty to Cooperate Agencies
- Ensure correct and consistent representation at the MAPPA SMB
- Action changes in MAPPA Guidance 2007
- Protection of the public through dynamic and responsive risk assessment
- Reducing reoffending by changing lives and behaviours
- Enhanced community safety through effective partnerships
- Public confidence that we are “making a difference”
- Continuous improvement and development
- Continued commitment to training with specific events planned for Lay Advisors, MAPPA Chairs, Youth Offending Service and Mental Health

# MAPPA Risk Management

Violent and sexual crime blights the lives in a way no other crime does, and although it makes up a small proportion of all recorded crime it inevitably causes the greatest concern. Whilst risk can never be completely eliminated, it can be managed to its lowest level with public protection a priority for every agency involved in the MAPPA process. Much can be done to prevent and reduce violent and sexual crime if emerging risk factors are properly understood, identified and acted upon.

Every MAPPA offender must have a Risk Management Plan completed. This plan identifies all the multi-agency actions agreed at the MAPP meeting to manage the offender's risks. The MAPPA risk management plan must be specific, measurable, achievable, realistic and time-limited. It should clearly identify ownership of each action point, should be formally reviewed, and contain actions to protect victims.

## Example 1

- To permanently reside at a Probation Approved Premises as directed
- To comply with any requirements specified by your supervising officer for the purpose of ensuring that you address your sexual offending behaviour
- No unsupervised contact with a child under the age of 18
- Not to reside in any household with a child under the age of 18
- Not to engage in any work or organised activity with children under the age of 18
- Not to own or use a computer or access the internet or instant messaging service
- Not to own video or image capture device
- Comply with additional curfew
- Notify supervising officer of any developing personal or intimate relationship, including family members
- Notify any intention to visit church or place of prayer
- Not to enter children's play areas, sports centres, schools or areas where children may congregate
- Comply with mandatory polygraph testing
- Place yourself under police escort on day of release
- Comply with all prohibitions within your Sex Offences Prevention Order
- Not to associate with known sex offenders outside of the Approved Premises

## Example 2

- One-to-one work in supervision to develop insight and level of understanding of impact of offending and victim awareness
- Reside at specified address
- Comply with Licence curfew conditions of electronic tagging
- No direct or indirect contact with child A or child B without prior approval of supervising officer or Children's Services approved social worker
- To have no direct or indirect contact with ex-partner or named family member
- To attend and comply with all appointments with the Community Forensic Team and cooperate fully with any care or treatment
- Mandatory drug and alcohol testing
- To engage with all aspects of Children's Services assessment and parenting work
- To attend and engage with the Integrated Domestic Abuse Programme as directed by your supervising officer

# MAPPA Risk Management

## ViSOR

ViSOR is a database holding details of sexual and violent offenders, and other dangerous persons. The three MAPPA Responsible Authority agencies - police, prison and probation - are able to work on the same IT system enabling the sharing of risk assessments and risk management information on individual violent and sex offenders in a timely way to reduce re-offending.

## Victims

The key outcomes of effective public protection work are the prevention of serious harm and the reduction of re-victimisation and risk for future potential victims. Victims can play a positive role in the public protection process. We continue to develop strong links with both statutory and charitable organisations concerned with victims and their protection remains central to our work.

## Disclosure

Whilst there is no general right to information about violent or sexual offenders, there will be occasions where it is felt necessary to share information with members of the public on the grounds of public protection. For that reason, at each level 2 & 3 MAPP meeting, the need for potential disclosure is discussed. Wherever possible, we encourage the offender to provide this information. At other times, it may be necessary, or more appropriate for that information to be provided by one of the agencies. The protection from harm of identifiable members of the public will always take priority over any right to privacy of the offender.

## Equality

The work of MAPPA is committed to equal access for all groups. In undertaking its work, MAPPA will be sensitive and responsive to people's differences and needs. It is firmly committed to the belief that all people should be treated with respect, dignity and fairness and that diverse needs must be met and valued equally.

# Explanation of Statistics

The totals of MAPPA eligible offenders, broken down by category, reflect the picture on 31 March 2009, i.e. a snapshot. This year has seen a sharp drop in the total number of Category 2 and 3 offenders reported. This is due mainly to the difference in reporting method made to ensure a more accurate picture of the number of MAPPA eligible offenders living in the community at any one time. Last year's figure reflected the number of such offenders over the whole year rather than the snapshot given this year. The Category 1 figure has been a 31 March snapshot for some years. The rest of the data covers the period 1 April 2008 and 31 March 2009, in order to give an indication of activity and outcomes in relation to those offenders managed at MAPPA levels 2 and 3 over the whole year.

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

**Registered Sexual Offenders (RSOs)** - Those who are required to notify the police of their name, address and other personal details and notify any changes subsequently. Failure to comply with the notification requirements is a criminal offence which carries a maximum penalty of 5 years' imprisonment.

**Violent Offenders** - This category includes violent offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. It also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.

**Other Offenders** - Offenders who do not qualify under the other 2 MAPPA eligible categories, but who currently pose a risk of serious harm which requires management via MAPP meetings.

**Breach of licence** - Offenders released into the community following a period of imprisonment of 12 months or more will be subject to a licence with conditions (under probation supervision). If these conditions are not complied with, breach action will be taken and the offender may be recalled to prison.

**Serious further offence (SFO)** - Serious sexual or violent offences listed in Probation Circular 22 of 2008. **Other outcome** means that the case has been dealt with by 31 March 2009 but that the offender was not convicted of an SFO; e.g. the offender was acquitted or the case was not proceeded with, or s/he was convicted of a lesser offence. The data may include offenders who remained charged with an SFO at 31 March 2008 and where so, this is indicated.

**Sexual Offences Prevention Order (SOPO)** - A court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender's behaviour in the community. The full order lasts for a minimum of 5 years and can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender loitering near schools or playgrounds. If the offender fails to comply with (i.e. **breaches**) the requirements of the order, he can be taken back to court and may be liable to up to 5 years' imprisonment.

**Notification Order** - Requires sexual offenders who have been convicted overseas to register with police, in order to protect the public in the UK from the risks that they pose. Police may apply to the court for the order in relation to offenders in or intending to come to the UK.

**Foreign Travel Orders** - Prevent offenders with convictions for sexual offences against children from traveling abroad where it is necessary to do so to protect children from the risk of sexual harm.

# Statistical Information

## Number of MAPPA Eligible Offenders

Registered Sexual Offenders	427
Violent Offenders	110
Other Offenders	2
<b>Total</b>	<b>539</b>

## Level of Management

### *Offenders Managed via MAPP Meetings (Level 2)*

Registered Sexual Offenders	44
Violent Offenders	76
Other Offenders	8
<b>Total</b>	<b>128</b>

### *Offenders Managed via MAPP Meetings (Level 3)*

Registered Sexual Offenders	5
Violent Offenders	4
Other Offenders	0
<b>Total</b>	<b>9</b>

## Enforcement for Offenders managed via MAPP Meetings

### *Returned to custody for breach of licence*

Level 2	15
Level 3	1
<b>Total</b>	<b>16</b>

### *Sent to custody for breach of Sexual Offences Prevention Order (SOPO)*

Level 2	0
Level 3	0
<b>Total</b>	<b>0</b>

# Statistical Information

## Serious Further Offences

### *Charged with a serious further offence*

Level 2	0
Level 3	0
<b>Total</b>	<b>0</b>

### *Of those charged during the year (Level 2 and 3 combined)*

Convicted of a serious further offence	0
Other outcome	0
Remain charged with serious further offence	0

## Further data on Sexual Offenders

### *Registered Sexual Offenders in*

BCU East	127
BCU South	96
BCU West	204

### *Total number of registered sexual offenders in Lincolnshire per 100,000 head of population*

All Lincolnshire	67
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### *Registered Sexual Offenders cautioned or convicted for breaches of requirement*

All Lincolnshire	6
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### *Sexual Offences Prevention Orders*

Applied for	19
Interim Order issued	0
Full Order issued	20

### *Notification Orders*

Applied for	6
Interim Order issued	1
Full Order issued	5

### *Foreign Travel Orders*

Applied for	0
Interim Order issued	0
Full Order issued	0

# Contacts

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