



# MAPPA

Annual Report 2008/09

**Sussex Multi Agency Public  
Protection Arrangements**



# CONTENTS

<b>Introduction</b>	<b>3</b>
<b>What Is MAPPA</b>	<b>4</b>
<b>Who are MAPPA offenders and how are they managed?</b>	<b>5</b>
<b>What MAPPA can do</b>	<b>6 and 7</b>
<b>Sussex MAPPA achievements and objectives</b>	<b>8</b>
<b>Lay Adviser's Report</b>	<b>9</b>
<b>Sussex MAPPA statistical information</b>	<b>10 and 11</b>
<b>Sussex MAPPA key contacts</b>	<b>12</b>

# Introduction

We are pleased to introduce the 2008-2009 Annual Report on the Multi-Agency Public Protection Arrangements (MAPPA) in Sussex. This is the eighth Annual Report produced since MAPPA began operation across England and Wales in 2001. The report details how MAPPA in Sussex continues to develop. The risk of serious harm being inflicted on others by a small number of dangerous individuals can never be totally eliminated. We do believe however, that the ongoing development of MAPPA will result in increasingly effective work to reduce this risk to a minimum. In achieving this, it is vital that those within the Criminal Justice system who pose the most significant risk are accurately and promptly identified, and that resources are appropriately targeted at these individuals. The evidence within the report suggests that this targeting continues to be refined and improved.

New Memoranda of Understanding between Sussex Probation, Sussex Police and HM Prison Service (the “Responsible Authority”) and the range of agencies who work with us on public protection demonstrate this growing maturity. These agencies include Children and Young People’s Services, Housing Authorities, the Health Service, Victim Support, Job Centre Plus and Youth Offending Teams. Effective management of risk depends on close partnership working between these agencies. Multi-agency panels to manage risk in cases of domestic violence are in place across Sussex and MAPPA have been involved in the planning of these panels to insure that the two systems cooperate with each other and avoid duplication.

The Strategic Management Board that oversees Sussex MAPPA has developed audit and review procedures to identify best practice and any areas for improvement. The findings from these audits will assist us in working more effectively.

The Multi-Agency Public Protection Arrangements in Sussex continue to improve. They are an effective method of assessing and managing the small number of dangerous offenders in our community. The protection of the public and the needs of victims remain our highest priorities.



**Paul Carroll**  
Area Manager  
Her Majesty's Prison Service



**Sonia Crozier**  
Chief Officer  
Sussex Probation Area



**Martin Richards**  
Chief Constable  
Sussex Police

## 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 Sussex 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 does 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.

### Case Study - A Risk To Children - MAPPA Category Two, Level Two

G was sentenced to 20 months in custody for violently assaulting his own baby daughter.

Good information sharing took place even before his release from prison, with police and social workers in another county expressing concern that G was having a relationship with a woman with young children who might be at risk when he was released. There were also concerns about his own children and possible contact with their mother.

He was deemed as high risk and placed at MAPPA Level 2. One of his licence conditions was not to approach or communicate with any of his three children. He was also barred from any unsupervised contact with under-16s and required to notify his supervising officer of any developing personal relationships with women.

G was required to reside at a probation Approved Premises, where he was in daily contact with probation staff and required to abide by a curfew to limit his ability to see females he was in contact with. However G did not comply with the rules and was dishonest. As a result he was recalled to prison.

The case demonstrates close working between MAPPA partners police, probation and social services from three areas to share information about women G was in contact with to ensure the risks to their children could be managed. The Victim Liaison Unit in another probation area was also in close contact with G's former partner and her children. His recall is proof of the tough enforcement measures imposed against offenders who do not comply with the conditions of their licence.



## Who are the MAPPA offenders?

There are 3 categories of offender eligible for MAPPA

<b>Category One Registered Sexual Offenders</b>	<b>Category Two Violent Offenders</b>	<b>Category Three Other Dangerous Offenders</b>
<p>Sexual offenders who are required to notify the police of their name, address and other personal details and notify any changes subsequently.</p>	<p>Offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders.</p> <p>This category also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.</p>	<p>Offenders who do not qualify under Categories One or Two 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.</p>

## How are they managed?

There are three 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:

<b>LEVEL 1 Ordinary management</b>	<b>LEVEL 2 Active multi-agency management</b>	<b>LEVEL 3 Active multi-agency management</b>
<p>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.</p>	<p>The risk management plans for these offenders require the active involvement of several agencies via regular multi-agency public protection (MAPP) meetings.</p>	<p>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.</p>

## What MAPPA Can Do

Most offenders come into MAPPA having been released on licence from a prison sentence and are placed under the supervision of the probation service. Standard conditions are that an offender must comply with reporting instructions and be of good behaviour. The good behaviour condition is breached in the event not only of further offending but also if reliable information about serious deterioration of behaviour is reported. The conditions on each licence will be discussed within MAPPA and agreed by all agencies. Depending on their level of management offenders will be the subject of regular Multi-Agency Public Protection meetings at which information is shared and plans are put in place to manage their risks.

Disclosure to particular individuals or groups who may be at risk from an offender or who may be able to assist in the management of that risk is a tool available to MAPPA.

Other mechanisms are available in addition to reduce the risk of offenders who are not under probation supervision. Sexual offender registration periods are very lengthy and often exceed licence periods. Offenders can also be released at the end of their sentence with no period of licence supervision.

Four court orders introduced by the Sexual Offences Act 2003 may be applicable in such cases. They are:

### ● Sexual Offences Prevention Orders (SOPOs)

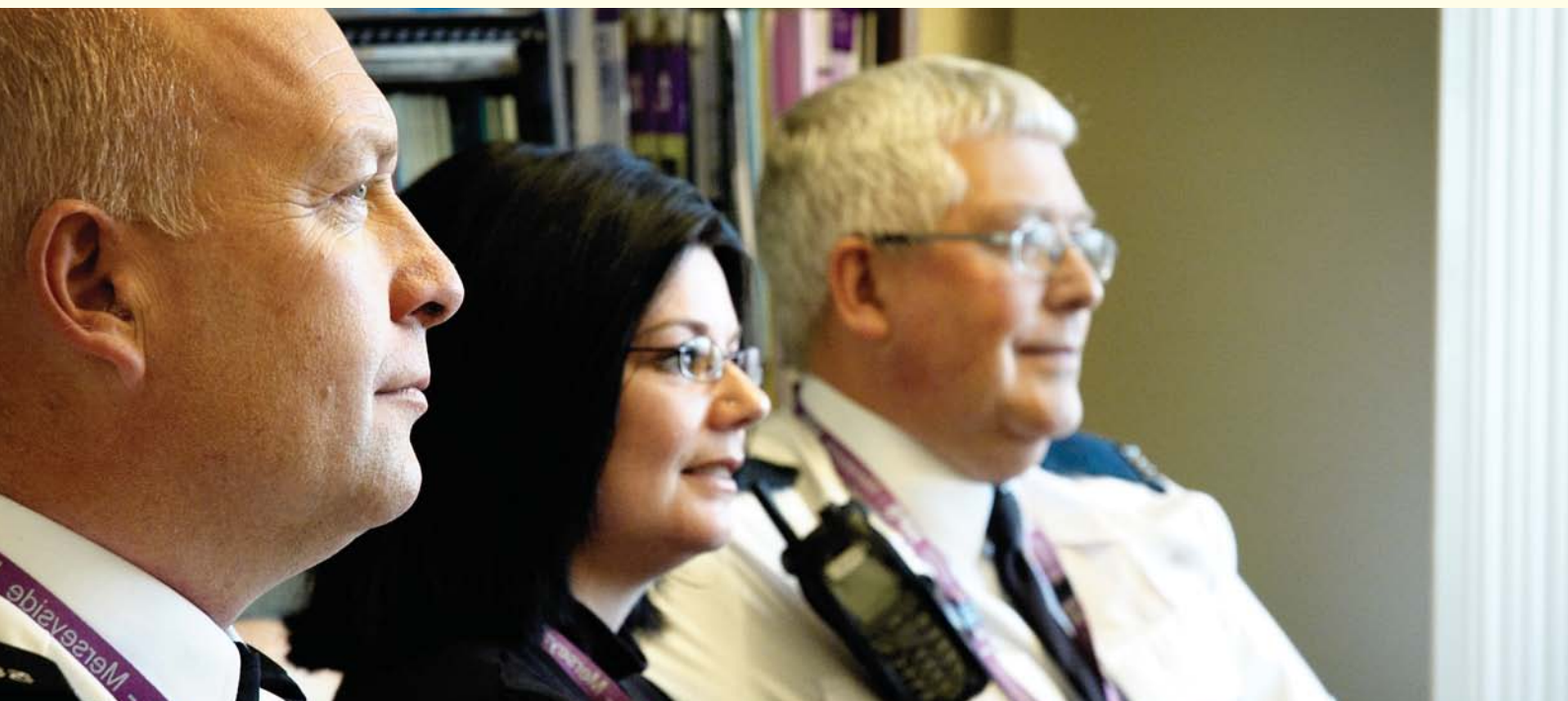
These are intended to protect the public from the risks posed by convicted sex offenders by placing restrictions on their behaviour and ability to engage in grooming for the purposes of sexually abusing children. For example, the SOPO may prohibit or restrict an offender from:

- Associating and/or working with children
- Entering children's playgrounds, local swimming pools and other areas used by children
- Leaving their home at certain times of the day or days of the week
- Ownership of computers
- Engaging in certain activities such as visiting chat rooms on the internet.

The minimum duration for a full order is five years, however there is no upper time limit.

### ● Risk of Sexual Harm Orders

This order is similar in content to the Sexual Offences Prevention Order in that it aims to restrict and deter the activities of individuals involved in grooming children for sexual activity. The main difference is that this order can be used on individuals who have no previous convictions or cautions for sexual offences.



## ● Notification Orders

This can be applied to any individual who has been convicted or cautioned for a sexual offence committed whilst the offender was abroad. On their return to the UK, the order makes any such offender subject to the full requirements of the sexual offender register and subject to MAPPAs.

## ● Foreign Travel Orders

In certain circumstances this can be used to prohibit offenders convicted of a sexual offence against children under 16 years of age from travelling overseas. This would be used when there is evidence to indicate that the offender intends to cause serious sexual harm to children in a foreign country.

## ● Other orders

Other civil orders may be applicable in cases where the threat may relate to domestic violence or stalking.

## ● Safeguarding Victims

Sussex Probation has a responsibility to contact victims or victims' families where the offender received a prison sentence of 12 months or more for a violent or sexual offence. This includes cases where a life sentence has been passed.

The Victim Contact Scheme allows the feelings of victims to be represented when cases are discussed at MAPPAs meetings and when offenders are being considered for parole or release from prison under licence. We obtain feedback from the victim about any concerns they have about their perpetrator's proposed release from prison. A written report, containing the victim's views, is submitted to the Parole Board by probation staff when the board is considering an offender for release.

## What MAPPAs Cannot Do

Offenders cannot be detained in custody beyond their sentence end date however high the risk is assessed to be. Whilst police monitoring and surveillance is part of the MAPPAs toolkit in cases when an immediate risk of serious harm is assessed, this applies in a very small number of cases. It is not realistic for police or probation to monitor MAPPAs offenders 24 hours a day. It must also be appreciated that MAPPAs deals only with offenders already convicted of sexual or serious violent offences.

## What is the Strategic Management Board?

Senior representatives of each of the agencies involved in MAPPAs form a Strategic Management Board (SMB) which meets at least quarterly to monitor the arrangements and direct any necessary improvements.

## What do the Lay Advisers do?

The responsible authority is required to appoint two 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.

## ViSOR

ViSOR is a database holding details of sexual and violent offenders, and other dangerous persons. The three MAPPAs 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.

## Case Study 2 - Child Safety Measures Put In Place MAPPA Category Three, Level Two

W is an offender who served prison sentences for violence against his partner and his own child.

When W reached the end of his licence period in the community there remained concerns about his potential for domestic violence and for the safety of his former partner's unborn baby. Therefore he was transferred to Category Three and remained the subject of MAPPA meetings until relevant child protection procedures could be put in place.

It also was decided to disclose details of the risk and offence to W's parents, who were caring for his elder son.

Given good inter-agency working between probation, police and children's services it was decided that, with measures put in place around child protection, his risk had decreased and he could be deregistered from MAPPA.

## Sussex MAPPA

### Key Achievements 2008/09

#### MAPPA Development

- During 2008/09, Memoranda of Understanding were signed between the Responsible Authority and the agencies with a legal duty to co-operate with MAPPA. A sign-off event at Slaugham Manor was attended by senior representatives of the agencies concerned
- A national MAPPA document set was published in October. This has been deployed across Sussex
- A protocol has been established between MAPPA and MARAC (Multi Agency Risk Assessment Conferences for Domestic Abuse) to ensure that there is good communication between the two processes and that they are complimentary.

#### Monitoring and Evaluation

- Case audits were conducted by a multi-disciplinary group including a lay advisor. Key learning points were reported to the Strategic Management Board (SMB) and fed back to practitioners
- The SMB has adopted a rigorous process for review of Serious Further Offences (SFO) to ensure that any failures of practice are identified and practice is developed as a result.

#### Communication

- A group of seven Sussex MPs were briefed on Sussex MAPPA arrangements at the Houses of Parliament
- Articles explaining the work of MAPPA have been published in a variety of 'in house' magazines to enhance knowledge of the work amongst police, social workers and health staff.

#### Training

- A 'Making the Links' day course has been delivered to staff in police, probation, mental health services, children services and education
- Training was run for chairs of Level 2 and 3 meetings to improve the effectiveness and consistency of MAPPA meetings across the county.

#### Other Achievements

- Two new lay advisors were appointed during 08/09 from a large and very able field of local applicants
- ViSOR (the Violent and Sex Offender Register), the national database for violent and sex offenders, has been deployed in Sussex Probation.

## Priorities for 2009/10

- We will be examining the scope to develop multi-disciplinary teams from a range of agencies co-located in shared premises
- We are planning to establish 'Circles of Support', a well-evidenced method of involving volunteers in the intensive monitoring and support of sexual offenders
- We will continue to brief staff, MPs and other key decision makers to enhance co-working
- We will implement the recently published National MAPPA training plan.
- We have implemented an intranet-based Neighbourhood Policing Portal project that will enable neighbourhood policing teams to readily access information to improve the capability to risk manage MAPPA offenders.

## MAPPA 2008 Lay Adviser Report

As two new Lay Advisers we have benefited from a rigorous and thorough induction process at both national and local levels. We have participated in national training events and seminars as well as local events such as the meeting to secure 'sign up' to MAPP arrangements by agencies that have a duty to cooperate with the prison, police and probation services. Local professional staff from all agencies have welcomed us to Strategic Management Board (SMB) meetings as well as MAPP meetings and we have been impressed by the careful attention given to every issue discussed and each individual case reviewed. We have benefited from an arranged programme of visits to widen our knowledge and understanding of procedures and provision, for example to local approved premises, prisons, youth offending services and probation offices.

The SMB has continued to work hard at improving processes to secure public safety; emphasis, for example, has been placed on extending and reviewing ViSOR usage. There has been a positive response to implementing new national guidance and requirements in ways that reflect the specific needs of Sussex, such as ensuring appropriate links between MAPPA and MARAC proceedings.

This year much attention has also been given to securing an effective sub-group structure to support the work of the SMB. As Lay Advisers we are pleased that we have been asked to participate in these sub-groups and are looking forward to playing a fuller part in local development, monitoring, evaluation over the next 12 months.

**Jill Munday and Zoe Organ, MAPPA Lay Advisers**

### Case Study 3 - Dangerous Sexual Offender. MAPPA Category One, Level Three

Mr A has a long history of sexual offences against women and was released from prison following a nine-year sentence for a serious sexual assault. He was required to sign the Sex Offenders Register for life.

Assessed as presenting a very high risk to women he came into contact with, Mr A was placed at MAPPA Level Three. He was required to reside at a Probation Approved Premises where he his movements and correspondence could be monitored, he would be expected to abide by a curfew and undertake regular drug and alcohol testing.

He began attending a sex offenders' treatment programme to address his offending and received support from probation's employment, training and education partners to help him gain employment. It was

decided under MAPPA that disclosure of the risks he posed and how to manage them should be made to Jobcentre Plus staff, with whom Mr A would be referred to seek employment advice.

Various agencies have been involved in managing Mr A's risk including police, probation, children's services and mental health services. It is now planned to move him to supported accommodation.

Due to his MAPPA 3 status professionals have been able to effectively manage a very high-risk offender through rigid enforcement of his licence conditions, effective information sharing and intervention from a diverse range of organisations. He has not reoffended since the expiry of his licence.

# MAPPA statistical information for Sussex 2008/09

Figures relate to the period 1 April 2008 - 31 March 2009, unless stated.

## MAPPA Category 1 - Registered Sexual Offenders

Total number living in Sussex on 31 March 2009 – 941

Area breakdown

Brighton and Hove	East Sussex	North Downs	West Downs
165	369	171	236

Number of registered sexual offenders living in Sussex per 100,000 head of population - 62

Registered Sexual Offenders cautioned or convicted for breach of registration requirements - 17

Other stats:

	Sexual Offences Prevention Orders	Notification Orders	Foreign Travel Orders
Applied for	21	2	0
Interim order issued	5	0	0
Full order issued	19	2	0

## MAPPA Category 2 – Violent offenders

MAPPA-eligible Category Two offenders in Sussex at 31 March 2009 – 432

## MAPPA Category 3 – Other offenders

MAPPA-eligible Category Three offenders in Sussex at 31 March 2009 – 5

### Categories of offenders managed at Level 2 and 3

	Registered Sexual Offenders (Cat.1)	Violent offenders (Cat.2)	Other offenders (Cat.3)	Total
Level 2	43	60	8	111
Level 3	9	5	1	15

### Breach activity of offenders at Level 2 and 3

	Number of offenders returned to custody for breach of licence	Number sent to custody for breach of sexual offences prevention order	Number charged with a serious sexual or violent further offence
Level 2	44	3	2
Level 3	4	0	0
Total	48	3	2

### Of those charged with a Serious Further Offence during the year (Level 2 and 3 combined)

Number convicted of a Serious Further Offence	Number who remain charged with a Serious Further Offence	Other outcome
4	2	0

## Statistics - Supporting Commentary

The number of Registered Sex Offenders has risen this year. Annual rises are to be expected. Many offenders are on the register for life or for lengthy periods. As more offences are detected and offenders convicted the numbers on the register rise.

In East Sussex the figures show a significant rise this year. This has resulted from an under-reporting of Registered Sexual Offenders in last year's report. This does not mean that Registered Sex Offenders were not being managed in the previous year; rather that the numbers being managed in part of the area were not recorded accurately. Additional administrative capacity has been put in place and the figures reported this year are robust.

The statistics relating to breach demonstrate that Sussex continues to operate a robust approach to enforcement when risk levels of offenders increase.

Two offenders managed at MAPPA Level 2 were charged with serious further offences. Any further offences committed by offenders within MAPPA are a serious concern. It is not possible to eliminate the risk of re-offending entirely. The number charged remains a tiny proportion of the total number.

### Explanation of terms

**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 89% this year) 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 violence 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; eg 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.

# MAPPA

Annual Report 2008/09

## Sussex Multi Agency Public Protection Arrangements

### MAPPA Contacts

Partner	Key contact	Address	Contact details
Sussex Police	Steve Fowler Detective Superintendent	Sussex House Crowhurst Road Brighton East Sussex BN1 8AF	0845 6070 999 Steve.Fowler@sussex.pnn.police.uk
Sussex Probation Area	Nick Smart Director of Operations	Sussex Probation Area 185 Dyke Road, Hove East Sussex BN3 1TL	01273 227979 Nick.Smart@sussex.probation.gsi.gov.uk
	Mark Bamford MAPPA Coordinator		01273 227979 Mark.Bamford@sussex.probation.gsi.gov.uk
Sussex and Kent Area Office	Karen Brady Head of Reducing Reoffending	80 Sir Evelyn Road Rochester Kent ME1 3LU	01634673056 Karen.Brady@hmpr.gsi.gov.uk