



NATIONAL PROBATION SERVICE

HAMPSHIRE



Multi-Agency Public Protection Arrangements (MAPPA)

Protecting the Public

Hampshire & Isle of Wight Annual Report 2007-2008

It seems that every day we hear about a terrible offence of violence or the latest victim of gun or knife crime. Given that such incidents receive great prominence in our news, it is hardly surprising that members of the public recently reported in a survey that they feel Britain has become a more dangerous place to live. On the other hand not a lot is known about the wide range of activities undertaken by many agencies, which successfully protect members of the public from serious crime. This Annual Report, the 7th of its kind, is intended to provide you with that information.

Our Annual Report explains exactly what MAPPA, (Multi-Agency Public Protection Arrangements), involve. It also sets out the numbers of offenders supervised under these enhanced arrangements. But we would particularly refer your attention to the four case studies which illustrate both the nature and the complexity of Public Protection work. Resettlement of these individual offenders has involved not only the Police, Prison and Probation Services, but also staff skilled in providing housing, alcohol treatment, child protection and mental health services. The example involving Circles of Support also

shows the contribution that individual members of the community can make when a serious offender is released from prison. Staff within MAPPA are positive and confident about what they can achieve in reducing re-offending. However at the same time our expectations must be grounded in realism. Supervision in the community cannot be the same as imprisonment, although many safeguards can be put in place around an individual offender and his or her victims. Risk assessment is scientific but not an exact science. Nonetheless, the number of high risk offenders charged with a serious offence is less than 0.5% (3 out of 683) which provides strong evidence that the multi-agency arrangements in Hampshire are working well.

This is an opportunity to express our appreciation for all members of staff within the Police, Prison and Probation Services who have dedicated their working lives to making communities safer. We thank also all other agencies with a duty to co-operate who share this responsibility with us. We also recognise the committed members of the MAPPA Strategic Management Board, including our Lay Advisers, who give direction to this important work every year.



Barrie Crook
Chief Officer
Hampshire Probation Area



Paul Kernaghan
Chief Constable
Hampshire Constabulary



Bruce Davison
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What is MAPPA?

Multi - Agency Public Protection Arrangements, 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 Hampshire into what is known as the Responsible Authority.

A number of other agencies are under a Duty to Co-operate with the Responsible Authority. These include: Children’s Services, Adult Services, Health Trusts and Authorities, Youth Offending Teams, Local Housing Authorities and certain Registered Social Landlords, Jobcentre Plus and Electronic Monitoring providers.

The purpose of MAPPA is to ensure that more comprehensive risk assessments are completed, taking advantage of co-ordinated information sharing across agencies: and to direct the available resources to best protect the public from serious harm.

How do MAPPA work?

Offenders eligible for MAPPA are identified and information is gathered/shared about them across relevant agencies. The nature and level of risk of harm that 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?

Category 1 Registered Sexual Offenders

Put simply these are people who have committed an offence listed in Schedule 3 of the Sexual Offences Act. They are required to notify the police of their name, address and other personal details and notify any subsequent changes. Failure to comply with the notification requirement is a criminal offence which carries a maximum penalty of 5 years’ imprisonment.

Category 2 Violent Offenders

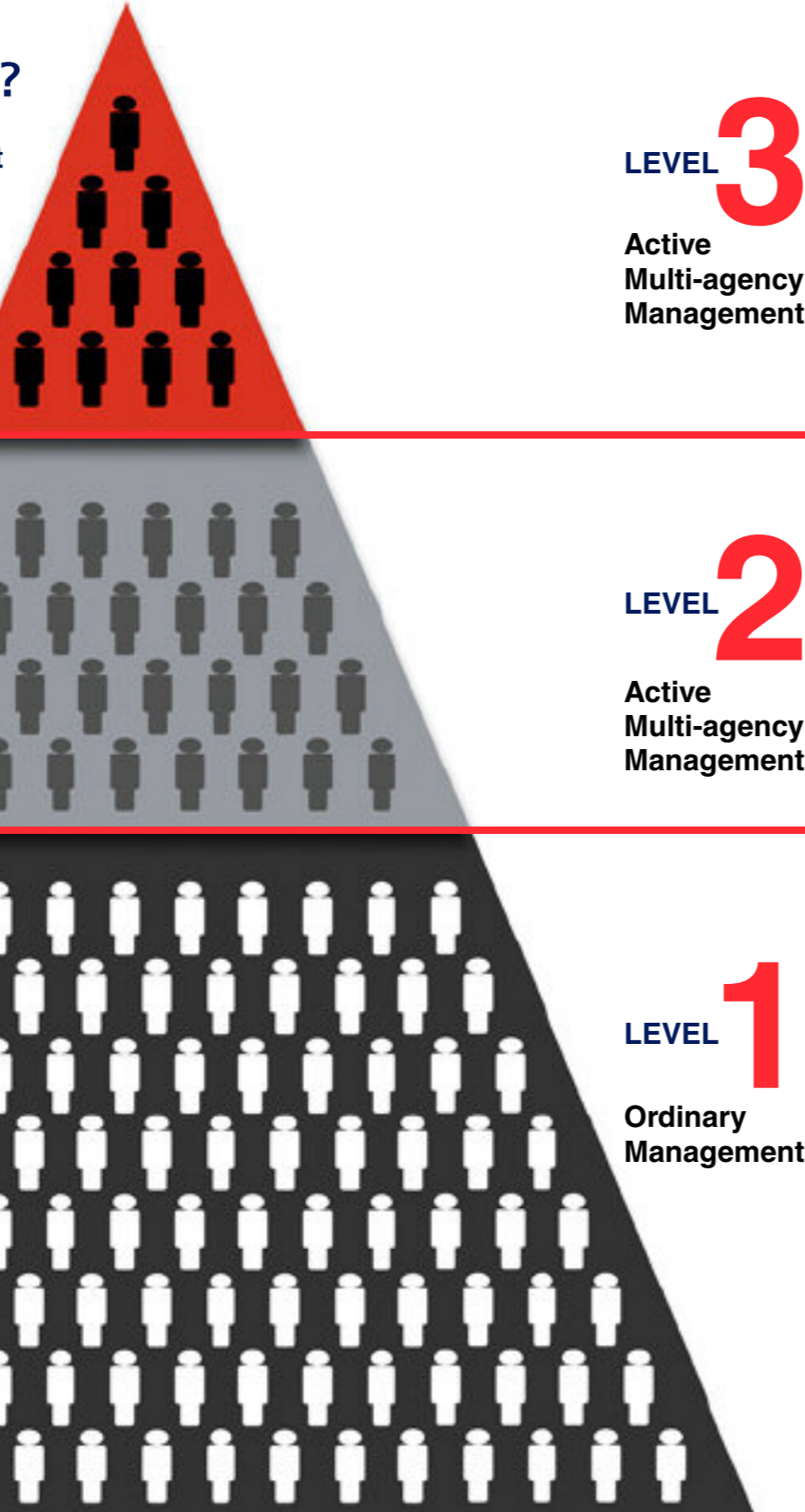
These are violent offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. This category also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.

Category 3 Other Offenders

These are offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm and there is a link between the offending and the risk posed.

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. Higher risk cases tend to be managed at the higher levels and offenders will move up and down levels as appropriate.



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.

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

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.



ViSOR is a database holding details of sexual and violent offenders, and other dangerous persons. In 2008, for the first time, the MAPPA

three Responsible Authority agencies – police, prison and probation – will be able to work on the same IT system enabling the sharing of risk assessments and risk management information on individual violent and sexual offenders in a timely way to reduce re-offending.

MAPPA In Hampshire

A key process of the Hampshire MAPPA is the screening of all cases through an initial information exchange meeting. This process firstly identifies if a case falls within MAPPA. Secondly, the correct level of MAPPA management will be established to ensure resources are used appropriately.

Once an agency has identified a case for inclusion in the process, the MAPPA provides coordination, assessment and management of offenders at all three levels.

Here we highlight several cases dealt with during the year which illustrate the high level of intervention and monitoring that is undertaken and the information sharing and support from other agencies, which play such a vital role in underpinning the work of MAPPA.

Case Study 1

Resettlement after Life Sentence

Background

Keith, a male in his late fifties committed a murder 30 years ago for which he received a life sentence. Prior to that conviction he had spent most of his youth in prison following sentences for thefts and burglaries. Towards the end of his sentence for murder, Keith began to experience mental health problems and spent the latter part of his sentence in hospital. He was eventually released on life licence to live in supported accommodation in the community.

Risk Assessment

The risk factors identified in this case were managing his mental health problems, community integration and lack of accommodation

Risk Management

At the MAPP meeting it was acknowledged that as Keith had spent most of his life in institutions he would require a very stable lifestyle. The meeting included representatives from probation, police, housing and mental health who were able to share information to ensure that actions put in place were providing Keith with the necessary supervision and support. A support network was established for times when Keith felt he needed a helping hand with coping with life in the community. They needed to assist him with coming to terms with living independently again which was challenging as he had been institutionalised from a young age.

Outcome

Having lived in supported housing for a year and undertaken voluntary work, Keith was able to move on into an independent housing complex. Support is available as and when required but as there has been a prolonged period of stability he will in the near future be encouraged to apply for his own tenancy. He will remain subject to probation supervision under the terms of his life licence for many years to come.

Case Study 2

Breach of Sexual Offences
Prevention Order (SOPO)

Background

Bob, a 23 year old male was convicted when he was 18 of indecent assault against a 12 year old female. He received a 6 month custodial sentence to be served in a Young Offenders Institution and required to register as a Sex Offender indefinitely. A year ago charges of child abduction and a breach of his sex offender requirements were brought, but subsequently dropped.

Risk Assessment

The risk factor identified in this case was his sexual interest in females between 12 and 14 years of age.

Risk Management

Once the charges of Child Abduction had been dropped, Bob's understanding was that he had done nothing wrong by being in the company of a 14 year old girl. He however knew that there was a legal agreement with Social Services prohibiting him from having any contact with this female. It was therefore agreed at the MAPP meeting to put in place a Sex Offender Prevention Order (SOPO) with requirements for 10 years in order that action could be taken should Bob commit similar offences in the future.

Outcome

Following the instigation of the SOPO, Bob was once again seen out in the company of a female under the age of 16 by a Police Officer who knew Bob's history of offending. He was arrested and received a seven month custodial sentence for breaching the order.



Case Study 3

Managing an offender suffering
from Alcohol Abuse

Background

John has a history of alcohol abuse and offending, particularly with violence or threatening behaviour and his two most recent offences were for Grievous Bodily Harm. Following his most current offence of harassment he received a Community Order with 12 months supervision and a specified requirement to attend sessions of alcohol counselling.

Risk Assessment

The risk factors in this case were management of anger and alcohol abuse.

Risk Management

The MAPP meeting identified that alcohol, social isolation, depression and his failure to take medication were contributing factors to his level of risk. John appeared more stable when supported by friends and more able to control his drinking. The agencies at the MAPP meeting hoped to reduce these risks through securing stable accommodation which would enable John to better integrate into the community. Supervision by the Probation Service ensured compliance of the conditions as set out in his Community Order.

Outcome

After referral to a single persons supported housing panel and a successful assessment John was able to secure housing. In this environment he has been able to address his alcohol abuse and has had a period of not consuming alcohol. John will continue to be monitored and supported as it is recognised that any changes to accommodation and support networks will affect his progress.

Circles of Support
and Accountability
Be part of Public Protection

Hampshire & Thames Valley Circles of Support & Accountability ('Circles') is a Ministry of Justice funded pilot which has been operating, initially within the Thames Valley area since 2002 and within Hampshire since 2005. They are committed to working with both men and women who pose a high risk of committing a sexual offence. Their aim is to substantially reduce the risk of future sexual abuse by assisting and supporting offenders who are committed and motivated to not re-offend, and to assist their re-integration into society; enabling them to lead responsible, productive and accountable lives.

'Circles' works by identifying suitable members of the public who volunteer their time to monitor and support sex offenders within the community. After undertaking an initial training programme and appropriate checks are made, a group (known as the Circle) of between 3-4 volunteers and one core member (the offender) is formed. Ongoing support, supervision and training are provided to volunteers throughout their contact with offenders. The 'Circle' will not only support the core member through practicalities; such as, gaining employment, debt management, relationship skills and starting to improve their ability to build appropriate social lives; but importantly, give the core member a safe forum to be open and honest about the management of their sexual offending. There are no secrets amongst a 'Circle' and core members are aware that relevant information and any concerns are fed back to the statutory agencies, via MAPPA.

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My gut feeling is that working in this Circle has substantially reduced the likelihood of our offender creating more victims. To me, as a survivor of sexual abuse, that is the greatest reward I can imagine – that other little girls are spared.

A volunteer

Currently there are 6 'Circles' running across Hampshire. This is Steven's story:



Case Study 4

Work in Progress

Background

Steven is a 55 year old man who served a 4 year prison sentence for sexually assaulting a 13 year old boy who was a stranger to him. Steven also has previous convictions which involved sexual assaults on adolescent boys whom he befriended. He had a history of choosing jobs that enabled him access to children.

Steven completed treatment whilst in prison and a further community based programme once released, on licence. Towards the end of his licence, Steven's Probation Officer referred him to 'Circles'. Four volunteers were assigned to his Circle (2 women aged 50+, 1 woman aged 30 and a male aged 34).

During the meetings Steven did not engage fully with the group. He had poor coping strategies and was subsequently recalled to prison for breaching his licence conditions.

Circles remained in contact with Steven whilst he was in custody and agreed to re-form to support him on his release. 'Circles' constitutes one of his main forms of support and accountability and Steven has now recognised that he must be open and honest in relation to the management of his own behaviour. He is fully aware that this is the only way forward in order to protect potential future victims and to improve his own quality of life.

If you are interested in becoming a volunteer with 'Circles' please contact:

Anne Holmes **tel. 01235 816050**
anne.circles@btconnect.com

Working with Victims

In addition to the work to manage offenders, the Government has placed a much greater emphasis upon meeting the needs of victims.

Hampshire Probation Area has a dedicated Victim Contact Unit (VCU) working in close liaison with the MAPPA teams. A unit representative will attend MAPP meetings to represent the views and concerns of the victims and in appropriate cases the victims themselves can be invited to express their personal views. These views can significantly influence the risk management decisions of the MAPP meeting and inform how the offender will be managed and what actions are required to minimise the risk of further harm to the public.

Should you wish to make contact with the Victim Contact Unit call **0845 6040150**.

Information can be obtained about Victim Support from
www.victimsupport.org
or by calling **0845 30 30 900**

Key Achievements 2007/08

- Our continued commitment to training is ongoing and a further 100 staff received training. Our training includes MAPPA Awareness Training for all multi-agency staff new to the MAPPA arena, this includes both Trainee Probation Officers and Police MAPPA Officers and also training for 'Chairs of MAPP meetings' and their note takers.
- During the early part of this year we trained Probation staff in the use of ViSOR in readiness for its implementation.
- We facilitated a one day conference focussing on Duty to Cooperate Agencies and MAPPA. We used this event to publicise the new MAPPA guidance.
- We have re-written our local Hampshire and Isle of Wight MAPPA protocol which incorporates salient points from the MAPPA guidance and this has been distributed to our Duty to Cooperate partners.
- We updated our memorandums of understanding between our Duty to Cooperate partner agencies.
- We completed two Serious Case Reviews.

Our goals for the next 12 months

The Hampshire and Isle of Wight Strategic Management Board has Agreed a business plan for 2008/09.

MAPPA Development Strategy

- Action the changes in the MAPPA Guidance

Monitoring and Evaluation Strategy

- Implement the ViSOR data base within Probation
- Review existing memorandums of understanding between Duty to Cooperate Agencies
- Ensure correct and consistent agency representation at Strategic Management Board meetings

Communication and Strategic Partnership

- Publish MAPPA Annual Report
- Review and improve how the Annual Report is distributed
- Facilitate a Conference
- Attend and present as required at local public events

Training Strategy

- To continue to organise training events as required across the area
- To review our training materials to ensure they remain fit for purpose

A full copy of our business plan can be found at:

<http://probation.hants.gov.uk>
or **www.hampshire.police.uk**

What do the Statistics tell us?

By level of management

During 2007/2008 a total of 1899 offenders were eligible MAPPA offenders, of these a total of 652 (34%) were managed at level 2 and 31 (1.5%) at level 3.

Of those offenders being managed at level two, 33 offenders (5%) were returned to custody for breach of their licence and at level three, 3 offenders (9%) were returned to custody.

Level of Management	Level 2	Level 3
Registered Sexual Offender	236	9
Violent Offender	329	19
Other Dangerous Offender	87	3

Serious Further Offence (SFO)

Any sexual or violent offence which carries a maximum penalty of 14 years imprisonment or more is classified as a Serious Further Offence. For the first time this year we are reporting not only the number of actively MAPPA managed offenders so charged but also on the outcome of the case.

During April 2007 and March 2008 three offenders were charged in Hampshire with a Serious Further Offence. Of these, two have been convicted and the third is still awaiting trial.

Registered Sexual Offenders

A total of 1155 sexual offenders in the community were registered with the police during 2007/08. This is a decrease of 3% and reflects historic sentencing patterns.

The total number of RSOs per 100,000 per head of the population in Hampshire is 65.

The map illustrates how these numbers are distributed across the six Police Operational Command Units (OCU).



Number of Offenders	
1 OCU	268
2 OCU	91
3 OCU	180
4 OCU	226
5 OCU	194
6 OCU	196

Of the 1155 registered sexual offenders in Hampshire;

910 (79%) were managed at level 1, 236 (20%) at level 2 and 9 (1%) at level 3

Sexual Offences Prevention Orders (SOPOs)

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 offender 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 the requirement of the order, he can be taken back to court and may be liable to up to 5 years' imprisonment.

During this reporting period the Police applied for 36 SOPOs. Of these 3 interim SOPOs were granted and 29 full SOPOs were imposed.

Notification and Foreign Travel Orders

A Notification Order requires sexual offenders who have been convicted overseas to register with the 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 travelling abroad where it is necessary to do so to protect children from the risk of sexual harm.

During this reporting period no notification or travel orders were imposed.

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.

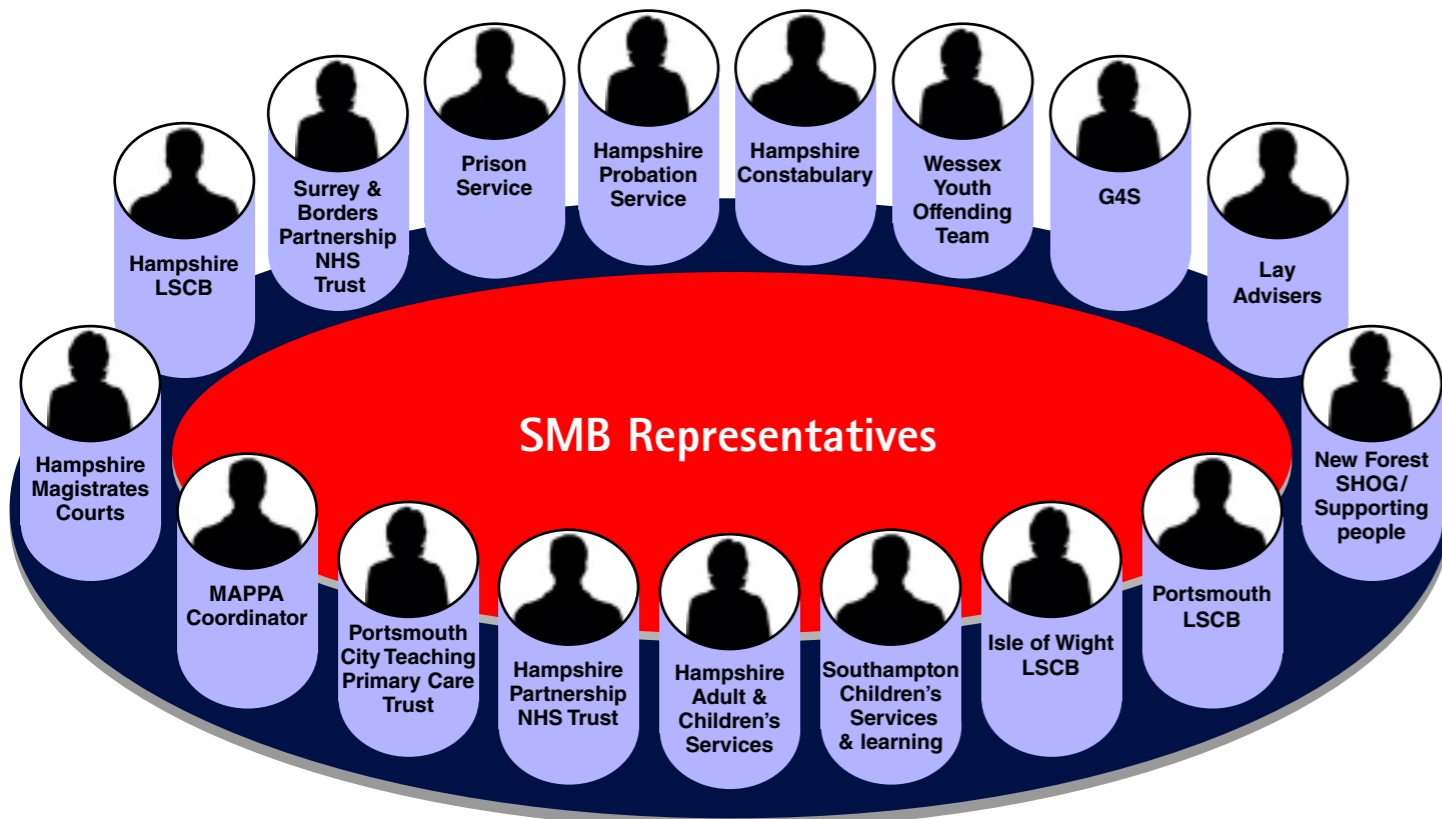
The SMB will measure effectiveness against new national MAPPA standards introduced in October 2007 in order to ensure a common standard of effective public protection arrangements and that each of the agencies is playing a full part in MAPPA.

What do 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.

As a lay adviser sitting on the Strategic Management Board my role includes participating in bi-annual audits of MAPPA cases currently managed to look at what is working, and what could be improved. Recommendations are made to ensure continued good practice. I have been able to see how offenders are managed and meet some of the staff who manage them. This has been a positive and reassuring experience and affirms the commitment, dedication and good practice that is occurring to reduce the risk of further offending. Although this risk can never be zero, I want it to be as close to zero as possible. This year has given me further confidence that all partners working within the MAPPA process are actively managing offenders to reduce this risk.

Rachel McKernan



Glossary of Terms

DTC	Duty to Cooperate. A statutory duty placed upon some agencies to work with MAPPA	PPU	Public Protection Unit. A national unit, which has oversight of MAPPA and very high risk offenders. Locally each police OCU has a PPU to manage dangerous (violent and sexual) offenders, PPOs, child protection and domestic abuse
FTO	Foreign Travel Order. A civil order that can be applied for by the police to prevent certain sex offenders from travelling abroad	RA	Responsible Authority for MAPPA. Consists of police, probation and prison service
LCJB	Local Criminal Justice Board. A top level strategic board comprising of all the Criminal Justice agencies	RSO	Registered Sexual Offender
LEA	Local Education Authority	SHOG	Strategic Housing Officers Group
LSCB	Local Safeguarding Children's Board	SMB	Strategic Management Board for MAPPA. Comprises the 3 'Responsible Authority' agencies, plus representatives from Duty to Cooperate agencies
MAPPA	Multi - Agency Public Protection Arrangements. The statutory arrangements for managing risk posed by violent and sexual offenders	SFO	Serious Further Offence.
MAPP	Multi - Agency Public Protection.	SOPO	Sexual Offences Prevention Order. A civil order that can be applied for by the police to prohibit an offender from undertaking a certain activity
NO	Notification Order. A civil order that can be applied for by the police to place an offender, convicted of sexual offences abroad, onto the Sex Offenders Register	SOTP	Sexual Offender Treatment Programme
OCU	Operational Command Unit	VCO	Victim Contact Officer. Employed by the probation service to keep victims of sexual and violent crime informed about key dates in a sentence and enable victims to comment on release arrangements
PPO	Prolific and Other Priority Offender. An offender who is responsible for a disproportionately large amount of crime	ViSOR	Violent and Sexual Offender Register. A national database, shared by police, probation and prisons, for recording and sharing information about sexual and violent offenders

This report has been produced by the Responsible Authority in conjunction with board members of the MAPPA SMB.

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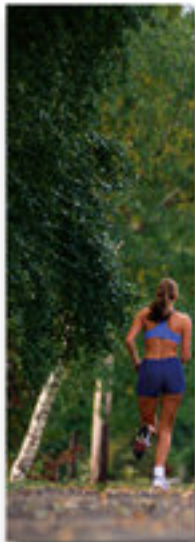
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This report has been published online on:
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and on the Hampshire Area Probation website:
<http://probation.hants.gov.uk>

and on the Hampshire Constabulary website:
www.hampshire.police.uk

Some printed copies are available and arrangements can be made for translations etc when requested.

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