

West Mercia



Annual Report 2010-11



Intro

The Multi-Agency Public Protection Arrangements

In West Mercia (Shropshire, Telford and Wrekin, Herefordshire and Worcestershire) we continue to build on effective working relationships with all the agencies involved in the management of offenders who pose the greatest risk in our communities. Our top priority remains public protection.

Continuity - - -

At a time when all of our contributing agencies face financial pressures, it is encouraging to note that over the year MAPPA has remained fully resourced. All agencies have retained their commitment to this work. Meetings are well attended and productive.

- - - and Managing Change

We have had a successful three years with Assistant Chief Constable, Simon Chesterman, chairing our Strategic Management Board. Police and Probation operate a “revolving chair” arrangement, and Anthony Brewerton, Director of Operations, has now taken over as Chair of the Board.

Looking ahead

A great deal has been achieved throughout the last 12 months. You can be assured of the continuing commitment and determination of all MAPPA agencies to manage the most risky offenders effectively and keep our communities safe.

What is MAPPA?

MAPPA background

- (a) MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders (MAPPA-eligible offenders) under the provisions of sections 325 to 327B of the Criminal Justice Act 2003.
- (b) They bring together the Police, Probation and Prison Services in each of the 42 Areas in England and Wales into what is known as the MAPPA Responsible Authority.
- (c) A number of other agencies are under a Duty To Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Trusts, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.
- (d) The Responsible Authority is required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from each of the Responsible Authority and duty to co-operate agencies.
- (e) Lay Advisers are members of the public with no links to the business of managing MAPPA offenders and 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 and have strong links).

How MAPPA works

- MAPPA-eligible offenders are identified and information about them is shared by the agencies in order to inform the risk assessments and risk management plans of those managing or supervising them.
- In the majority of cases that is as far as MAPPA extends but in some cases, it is determined that active multi-agency management is required. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.
- There are 3 categories of MAPPA-eligible offender: **Category 1** - registered sexual offenders; **Category 2** – (in the main) violent offenders sentenced to imprisonment for 12 months or more; and **Category 3** – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm.
- There are three management levels intended to ensure that resources are focused upon the cases where they are most needed; generally those involving the higher risks of serious harm. **Level 1** involves ordinary agency management (i.e. no MAPPA meetings or resources); **Level 2** is where the active involvement of more than one agency is required to manage the offender but the risk management plans do not require the attendance and commitment of resources at a senior level. Where senior oversight is required the case would be managed at **Level 3**.

MAPPA is supported by ViSOR. This is a national IT system for the management of people who pose a serious risk of harm to the public. The police have been using ViSOR since 2005 but, since June 2008, ViSOR has been fully operational allowing, for the first time, key staff from the Police, Probation and Prison Services to work on the same IT system, thus improving the quality and timeliness of risk assessments and of interventions to prevent offending. The combined use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when these high risk offenders move, enhancing public protection measures. All MAPPA reports from England and Wales are published online at: www.justice.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2011				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	768	223	-	991
Level 2	17	21	8	46
Level 3	7	5	2	14
Total	792	249	10	1,051

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	64	61	28	153
Level 3	16	10	8	34
Total	80	71	36	187

RSOs cautioned or convicted for breach of notification requirements	30
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Restrictive orders for Category 1 offenders	
SOPOs, NOs & FTOs imposed by the courts	
SOPOs	77
NOs	0
FTOs	3

Level 2 and 3 offenders returned to custody for breach of licence or sent to custody for breach of SOPO				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	4	8	0	12
Level 3	0	0	0	0
Total	4	8	0	12
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	75
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This figure has been calculated using the 2010 Mid-Year Population Estimate published by the Office for National Statistics on 30 June 2011, excluding those aged less than ten years of age.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2011 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2010 to 31 March 2011.

(a) 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 or they currently pose a risk of serious harm, although the majority (94% this year) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

(b) Registered Sexual Offenders (RSOs) – those who are required to notify the police of their name, address and other personal details and to notify any changes subsequently (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence which carries a maximum penalty of 5 years’ imprisonment.

(c) Violent Offenders – this category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.

(d) Other Dangerous Offenders – offenders who do not qualify under the other two MAPPA-eligible categories, but who currently pose a risk of serious harm which requires management via MAPP meetings.

(e) 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.

(f) 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 five 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 five years’ imprisonment.

(g) Notification Order – this 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. The police may apply to the court for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.

(h) Foreign Travel Orders – these prevent offenders with convictions for sexual offences against children from travelling abroad where this is necessary to protect children from the risk of sexual harm.

Local page

The year has been settled and productive for the MAPPA team. A number of long-term prisoners have been released into the community and in some of these cases years of planning have been rewarded with successful packages of supervision and monitoring. The work to prepare for release involves the offenders themselves when it is possible to do so. Perhaps, more importantly, it demands co-ordination of the efforts of a number of agencies, in particular Police, Youth Offending Service, Probation, Prisons, Children's Services, Mental Health and Housing. It includes monitoring of the prisoner's progress in prison, any continuing risk indicators and their contacts both inside and outside the prison.

This information is assessed and protective measures are put in place for families, individuals and children who might be at risk. Disclosures are sometimes agreed and these may be made before the prisoner is released. Sometimes the concerns extend far beyond what might be expected. During the year Foreign Travel Orders have been successfully applied for in three cases, reflecting a focus on potential victims, wherever they may be. Also this year there has been an increase in the use of Sexual Offences Prevention Orders – from 41 in 2009/10 to 77 in 2010/11. This is evidence of increasingly proactive efforts to restrict specific behaviour connected to sexual offending. The work is frequently done prior to sentence, and the sentencing Judge is then in a position to consider targeted restrictions appropriate for the case, which will extend far into the future, in many cases for life.

Concerns have been raised by a number of cases this year where serial domestic abusers avoid significant prison sentences, and continue to represent a real threat in new families. The level of violence, intimidation and control sometimes paralyses individual victims who can seem incapable of breaking away from the abuse. It is difficult to manage such offenders. They frequently move from one relationship to the next, and across geographical boundaries. They can wreck the childhood experience for those unfortunate enough to be caught up in the situation. We have been extending our involvement in such

cases, and have the support of some very committed staff in each contributing agency, who demonstrate a willingness to “go the extra mile” to stop the abuse and protect the most vulnerable.

In West Mercia there has been a very strong contribution by Victim Liaison Officers over the year. This is nothing new, but it can get lost in the focus on offenders. It is important – often critical – to have accurate and up-to-date information about victims in our meetings. The offences “on paper” are clearly distressing, but we find that it is not until the full impact of the offences on individuals or whole families is known that a proper assessment of risk posed by the perpetrators can be made. We rely heavily on those working with victims to be able to devise safeguards for future targets of sexual and violent offending.

During the last year a Force re-structuring has seen the centralisation of command of the Police Public Protection Unit. The emphasis of this restructuring has been “corporate governance – local delivery”. This move has resulted in greater consistency of practice in the management of registered sex offenders whilst allowing increased flexibility in the deployment of resources and the management of caseloads.

Regional co-operation to provide conferences focusing on mental health and prisons resulted in two excellent multi-agency events. Delegates gained important knowledge and insight into local examples of best practice in MAPPA work related to the two areas of work selected. In addition, there was an opportunity to be one of the first regions to have up-to-date presentations from the Ministry of Justice in respect of future management of individuals with dangerous and severe personality disorders. Basic awareness MAPPA training is now taking place on a regular basis across West Mercia. Whenever possible this is delivered in a multi-agency forum. The national training material has been adapted for local use. Some advanced training for practitioners has been delivered. In addition to formal training sessions every opportunity is taken to up-date staff about new, or little used, mechanisms which have a role to play in reducing risk.

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West Mercia
Probation Trust



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