

# MAPPA



## Nottinghamshire Multi Agency Public Protection Arrangements

Annual report 2009-10

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# Introduction

Our ninth Multi Agency Public Protection Arrangements (MAPPA) annual report, offers another opportunity to demonstrate our accountability to the communities of Nottinghamshire for the management of violent and sexual offenders. It sets out statistics showing the number of offenders managed and describes work undertaken by the agencies involved.

Public confidence is a key measure of success and we believe MAPPA is vital to ensuring people are confident in our ability to manage the most dangerous individuals within society.

MAPPA cannot totally eliminate the risks posed by all offenders. However, the public should be reassured that a combination of shared expertise and resources working together with a strong unified purpose, delivers a powerful force in managing them.

While agencies have increasingly difficult decisions to make in deciding how finite resources are used, safeguarding the public from those offenders who pose the greatest risk of causing serious harm remains the priority.


Public protection is difficult and complex work and we want to thank all those involved in MAPPA for the excellent work they do on our behalf.



**Jane Geraghty**  
Chief Executive  
Nottinghamshire  
Probation Trust



**Julia Hodson**  
Chief Constable  
Nottinghamshire Police



**Beverley Shears**  
Director of Offender  
Management for the  
East Midlands



# Key Achievements 2009/10

## **Best Practice in Partnership Working Award**

In recognition of improvements to partnership working, the MAPPA Coordination Unit was presented with an award.

## **Launched Version 3 of the Ministry of Justice MAPPA Guidance**

The MAPPA Coordination Unit held a multi-agency event to launch the revised guidance.

## **Judicial Review**

A high court challenge in relation to an offender's management under MAPPA was successfully defended.

## **Central coordination of level 2 meetings**

All level 2 MAPP meetings are now coordinated by the MAPPA Coordination Unit. Meetings are now more effectively managed and reviewed.

## **Polygraph Pilot**

Nottinghamshire continues to participate in the Home Office polygraphy pilot. Polygraphs are commonly referred to as lie detectors and the pilot is to evaluate the effectiveness of the equipment as a tool to manage Registered Sexual Offenders.

## **Strengthened agency links**

By training and introducing a network of agency single points of contact (SPOCs), attendance at MAPP meetings has improved considerably.

## **Improved links with the Multi-Agency Risk Assessment Conference (MARAC)**

The MAPPA Coordination unit has worked with the Crime and Disorder Partnership to produce multi-agency guidance for practitioners.

## **Raised awareness of MAPPA to improve public confidence**

The MAPPA Coordination Unit and a Lay Adviser held a well attended stall at the Nottingham Crown Court Open Day.

## **Multi-Agency Training**

Through the introduction of a Strategic Management Board (SMB) Training Sub-Group, the MAPPA Coordination Unit has delivered 21 multi-agency training sessions to improve agency MAPPA awareness.

## **Introduction of the MAPPA Serious Case Review Procedure**

The MAPPA Coordination Unit has produced a multi-agency procedure to formally review serious further offences.

## **Diversity**

The MAPPA Coordination Unit has produced a diversity plan to ensure that nobody is unfairly treated within the MAPPA framework.

## **Police Internal Management Reviews**

The MAPPA Coordination Unit has produced guidance for the Police to formally review any serious further offence committed by a Registered Sexual Offender.

## **Key objectives 2010/11**

- Formation of SMB Communication and Audit Sub-groups
- To expand the central coordination procedure by introducing 'speculative searches'
- To audit and review the effectiveness of the MAPP level 2 central coordination procedure
- To improve information sharing between Police and Probation in relation to Category 2 violent offenders
- To introduce a protocol to improve MAPPA management within Mental Health (public and private sector)
- To produce a protocol to effectively manage extremists and terrorist offenders under MAPPA
- To action the recommendations outlined in the national Criminal Justice Joint Inspection report
- To introduce the child sex offender disclosure process

# 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 Nottinghamshire 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.



# Who are MAPPA-eligible offenders?

There are 3 categories of offender eligible for MAPPA:

## **Category 1 - Registered Sexual Offenders:**

Sexual offenders who are required to notify the police of their name, address and other personal details and notify the Police of any subsequent changes;

## **Category 2 - Violent Offenders:**

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

## **Category 3 - Other Dangerous Offenders:**

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.



## How are they managed?

There are 3 levels at which offenders are managed 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 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.

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# Who are MAPPA-eligible offenders?

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## The role of Lay Advisers?

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 an IT system for the management of people who pose a serious risk of harm to the public. Since implementation of ViSOR the three MAPPA Responsible Authority agencies - Police, Prison and Probation - are able to work on the same IT system which enables the sharing of risk assessments and risk management information on individual violent and sex offenders in a timely way to reduce re-offending.

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# How the MAPPA operate locally

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## The Strategic Management Board (SMB)

The SMB is chaired by the Chief Executive of Nottinghamshire Probation Trust. Membership includes lay advisers and senior representatives from each of the key agencies. The SMB maintains links with other key public protection agencies and meets quarterly to monitor the arrangements.

## The Responsible Authority (RA)

The RA consists of the probation, police and prison services. They are charged with the duty and responsibility to ensure that MAPPA is established in Nottinghamshire and for the assessment and management of risk of all identified MAPPA offenders.

## Probation

Probation is generally the lead agency for managing MAPPA violent offenders. They refer to and chair the vast majority of the county's level 2 meetings.

## Police

Police Dangerous Persons' Management Units (DPMUs) lead on the management of sexual offenders. The DPMUs form part of the four Divisional Public Protection Units (PPUs), supported by the Force Crime and Intelligence Directorate.

## Prison

The majority of MAPPA offenders are identified in prison and begin their MAPPA management prior to release.



# How the MAPPA operate locally

## Duty To Cooperate (DTC) Agencies

Key agencies have a legal requirement to work within the MAPPA, to manage risk. Over the past nine years, these Nottinghamshire partnerships have strengthened and are now extremely effective. Our DTC Agencies include:

- Children and Young People Social Care
- Adult Social Care
- Health Trusts and Authorities
- County Youth Offending Service (YOS)
- City Youth Offending Team (YOT)
- Nottinghamshire housing authorities and certain registered social landlords
- Jobcentre Plus
- G4S

## Agencies which make up the Strategic Management Board

### Links with other Safeguarding Boards

The MAPPA Policy Officer meets with the city and county's Children's Safeguarding Managers twice a year to identify learning and best practice. Furthermore, members of all other Nottinghamshire Boards are represented at SMB through dual membership.

### MAPPA Public Protection Panel (MAPPP)

The panel is made up of a core group of senior managers from the RA and DTC agencies. The MAPPP meets twice a month and manages the risk represented by level 3 offenders.

### MAPPA Coordination Unit (MCU)

The MCU is a small co-located, multi-agency team with operational, strategic and training responsibilities. The unit also produces the annual report and business plan.

The MAPPA Manager (Senior Probation Officer) chairs all of the county's MAPPP meetings and the Policy and Strategy Officer (Police Inspector) formulates MAPPA related policy and procedures. Two administrators coordinate all level 2 and 3 meetings.

## Agencies which make up the Strategic Management Board





# Case study 1

## Young offender MAPPA level 2

### Background

Offender A is 16 years of age. He has a total of 17 previous convictions, for 34 offences, spanning five years. These include multiple robberies, assaults and burglaries.

He was initially managed as a category 2 offender but when his statutory supervision for a relevant offence ceased, it was decided that he should continue to be managed under MAPPA. He is currently managed as a category 3 offender, due to his proven capacity to cause serious harm, linked to a current assessed risk and a need for multi-agency management.

### Risk assessment

He has been assessed as representing a high risk of harm to his peers and the general public.

### Risk management

He has been managed on an Intensive Supervision and Surveillance Programme by the Youth Offending Team (YOT) and by the Police's Sherwood Project as a Prolific Young Offender.

### Risk Management Plan Constructive measures

- Cared for as 'looked after child' by Children's Social Care
- Input from Connexions to facilitate education/employment
- Mentored by the 'Catch 22' charity that aims to provide young offenders with a positive attitude
- Ongoing support via the Resettlement and Aftercare Team
- Engaged on life skills training
- Enrolled on the Entry to Employment programme (designed to provide skills to gain employment), the Knife Crime programme and the Drug Intervention Programme

### Risk Management Plan Restrictive Measures

- Subject to daily visits by the YOT
- 9pm to 7am electronically monitored curfew
- Requirement to sign on at a specified police station
- Unannounced home visits by police officers

### Third party disclosure

This is the sharing of specific information about a MAPPA offender with a third party for the purpose of protecting the public. The third party could be a member of the public, such as an employer or family member or a person acting in a professional capacity.

None required.

### Outcome

Despite his extensive criminal history, thanks to the intensive multi agency management led by the YOT, there is no evidence that since his release he has re-offended.



# Case study 2

## Registered Sexual Offender (RSO) - MAPPA level 3

### Background

Offender B has a total of 13 previous convictions, for 37 offences, spanning 46 years. Twenty four of these offences were of a sexual nature.

### Risk assessment

He has been assessed as representing a very high risk of harm to children.

### Risk management

He has been managed as a Registered Sexual Offender by the Police Dangerous Persons' Management Unit (DPMU)

### Risk Management Plan Restrictive Measures

- Resettlement plan
- Monitored mail and communications
- Weekly room searches
- Regular unannounced visits by DPMU
- Covert surveillance
- Sexual Offences Prevention Order (see below)

### Sexual Offences Prevention Order (SOPO) prohibitions

- Communicating in any way with a person under the age of 16 years without the prior consent of a DPMU officer
- Engaging in any form of employment whether paid or unpaid, or organised social activity which may involve contact with a person under the age of 16 years without the prior consent of a DPMU
- Entering in, or on any school, child nursery, or other building or land used for pre-school, primary or secondary education purposes or loitering within 25 metres thereof, unless travelling as a passenger on public transport or as a fare paying passenger in a private hire vehicle or hackney carriage

- Entering in, or on any playground, or other recreation area designated for use by persons under the age of 16 years or within 25 metres thereof
- Associating or communicating, whether directly or through the agency of a third party, with other RSOs
- Leaving the county of Nottinghamshire unless his intended destination and address has previously been notified to a DPMU officer.

### Risk Management Plan Constructive Measures

- Completion of Healthy Sexual Functioning and Sexual Offender Treatment Programme
- Fit for Work Programme
- Relapse prevention strategies/techniques
- Structured Assessment of Risk and Needs (SARN)
- Supported hostel accommodation
- Voluntary contact with the Probation Service to continue
- Assessment by Lucy Faithfull Foundation
- Contact with the Salvation Army
- Support for dyslexia

### Third party disclosure

This is the sharing of specific information about a MAPPA offender with a third party for the purpose of protecting the public. The third party could be a member of the public, such as an employer or family member or a person acting in a professional capacity. In this case MAPPA authorised disclosure to local schools, nurseries, church and his doctor's surgery.

### Outcome

While under covert police surveillance the offender was seen to breach his SOPO, by going within 25 metres of a children's play area. He was arrested, subsequently convicted and is currently in prison.

It is not believed that he committed any offences against children while managed under MAPPA.

# Contribution from Lay Advisers

We have now both been in post for two years and have a chance to reflect on our own experiences and the developments that have taken place during that time.

Our attendance at Strategic Management Board meetings enable us to ask those questions which members of the public might ask if they had the chance. We are there to bring a different perspective from that of the professionals and to be a 'critical friend'. We are provided with national and local training to support us in this work. We also attend level 2 and level 3 MAPP meetings so that we can see for ourselves how MAPP works at grass-root level.

Developments this year have included establishing sub groups to support the work of the SMB. As Lay Advisers we have been asked to participate in these groups.

In March the Crown Court held an open day and we were invited to have a stall, alongside probation, police and a number of voluntary agencies. The day was a huge success and we made contact with more than one thousand people. Very few of them were aware of MAPP, which wasn't a surprise to us, but shows that there is a need for more public awareness.



# MAPPA statistical information 2009/10

## Number of MAPPA eligible offenders at 31 March 2010

	Level 1	Level 2	Level 3	TOTAL
<b>Category 1:</b> Registered Sexual Offenders	817	32	3	852
<b>Category 2:</b> Violent offenders	278	54	0	332
<b>Category 3:</b> Other Dangerous Offenders	-	21	2	23

## Enforcement for offenders managed via MAPP meetings

### Returned to custody for breach of licence:

Level 2 -	32
Level 3 -	1
<b>Total -</b>	<b>33</b>

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

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

## Further data on Registered Sexual Offenders

### Registered Sexual Offenders in:

A Division (Mansfield & Ashfield) -	158
B Division (Bassetlaw, Newark & Sherwood) -	122
C Division (Nottingham City) -	426
D Division (South Notts including Rushcliffe, Gedling & Broxtowe) -	146

**Total number of registered sexual offenders in [Area] per 100,000 head of population:**  
88.68

**Registered Sexual Offenders cautioned or convicted for breach of notification requirements:**  
22

### Sexual Offences Prevention Orders (SOPOs):

Applied for -	5
Interim Order issued -	1
Full Order issued -	41

### Notification Orders:

Applied for -	0
Interim Order issued -	0
Full Order issued -	0

### Foreign Travel Orders:

Applied for -	0
Interim Order issued -	0
Full Order issued -	0

# Explanation/Commentary

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**The totals of MAPPA eligible offenders, broken down by category, reflects the picture on 31 March 2010, (i.e. a snapshot). The rest of the data covers the period 1 April 2009 and 31 March 2010.**

**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 (91% 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.

**RSOs per 100,000 population** - this figure has been calculated using the 2009 Mid-Year Population Estimate published by the Office for National Statistics on 24 June 2010, excluding those aged less than ten years of age. It is not directly comparable to figures published in previous years.

**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.

**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.

# Contacts

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## The responsible authorities:

### **Nottinghamshire Probation Trust**

Head Office  
Marina Road  
Nottingham  
NG7 1TP  
Tel: 0115 840 6500

### **Nottinghamshire Police**

Sherwood Lodge  
Arnold  
Nottingham  
NG5 8PP  
Tel: 0300 300 99 99

### **HM Prison Service**

National Offender Management Service East  
Midlands  
Empriss House  
Harcourt Way  
Meridian Business Park  
Leicester  
LE19 1WP  
Tel: 0116 2814007

## For further information about MAPPA:

### **MAPPA Manager or Policy & Strategy Officer**

Holmes House  
Ratcliffe Gate  
Mansfield  
Nottinghamshire  
NG18 2JW  
Tel: 01623 48305  
mappa@nottinghamshire.pnn.police.uk

## Other useful contacts:

### **Victim Services:**

#### **Nottinghamshire Probation Trust**

Head Office  
Marina Road  
Nottingham  
NG7 1TP  
Tel: 0115 908 2970  
Fax: 0115 840 6460

#### **Victim Support & Witness Service**

2 King Edward Court  
King Edward Street  
Nottingham  
NG1 1EL  
Tel: 0115 852 3508  
Nottinghamshire@victimsupport.org.uk

#### **Young Witness Service**

278/290 Huntingdon House  
Huntingdon Street  
Nottingham  
NG1 3LY  
Tel: 0115 9934247