

# Merseyside MAPPA

(Multi-Agency Public Protection Arrangements)

**ANNUAL REPORT 2010** 

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## **1. INTRODUCTION**

## **Responsible Authorities**

## Probation

The Merseyside Probation Trust is committed to effective partnership working in order to ensure that the most dangerous individuals in our society are identified and managed in a consistent and robust way.

This exceptionally difficult and demanding work is driven by the accountability and information sharing that has come to characterise MAPPA in recent years, and this report provides clear evidence that the statutory framework of MAPPA provides the tools necessary to ensure the public are protected. All agencies involved in MAPPA are working in ever closer partnership, and the continued development of ViSOR, the IT system shared between the Police, Prisons and Probation is fundamental to the stringent monitoring and assessment of the behaviour of high risk offenders subject to MAPPA.

The Merseyside Probation Trust will continue to target resources to protect the public, particularly the victims of crime. It will maintain a collaborative approach, developing and refining partnerships through MAPPA. The public of Merseyside can be reassured that the Trust will utilise its resources and professionalism to ensure MAPPA is delivered to the highest possible standards, with public protection remaining a priority.

## John Stafford

Chief Executive Officer Merseyside Probation Trust

## Prisons

Prisons work closely with police and probation colleagues and the Prison Service is a key agency within MAPPA, ensuring arrangements are in place to assess and manage the risks posed by offenders subject to MAPPA in prisons.

The management of high-risk offenders in custody, the gathering and sharing of relevant information with partner agencies, and participation in MAPPA is of great importance to the MAPPA process. Prisons are responsible for ensuring all relevant agencies are aware of discharge arrangements, especially any unexpected changes in release dates.

Significant progress has been made in 2009/10 in the way prisons contribute to the efforts to protect the public, including better information sharing between agencies

and the commencement of an innovative pilot aiming to further improve information flow about the most high risk offenders.

I look forward to building on the success and achievements in partnership working to protect the public in the Region

Alan Scott Custodial Services Manager North West Region

## Police

Since the introduction of MAPPA, Merseyside Police has been continuing to develop effective partnerships to increase public safety. As MAPPA processes have developed over time, we have seen significant benefits in crime reduction across our region and in the way we collaborate with other statutory agencies to manage risk posed by offenders.

I can assure you that we will continue to build on these well established public protection arrangements with our partners that have resulted from a number of years of working and learning together.

Whilst there are significant financial challenges ahead for the Police Service, public safety will continue to be our overriding priority in how we in Merseyside Police continue to deliver front line services to effectively manage offenders in the community and further reduce re-offending to protect the public.

Within Merseyside Police itself, Neighbourhood Policing is developing and improving all the time and I am absolutely committed to sustaining and continuing that improvement. I recognise that all my Officers and staff have a part to play in engaging with the public to listen to concerns about crime and offender management. We will take the time to consider your views and act on them.

I look forward to a further period of progress and working with our partners to make our region safer for all the people of Merseyside

Jon Murphy Chief Constable Merseyside Police

# 2. KEY ACHIEVEMENTS

MAPPA on Merseyside is overseen by the Strategic Management Board (SMB), created by statute and ultimately answerable to the Ministry of Justice.

On the six occasions during 2009-10 that the Board has met, the strategic emphases have been on broadening and deepening MAPPA operations. Major strides have been made in broadening representation from agencies. For example, this year we have welcomed new members from Housing (Roy Williams from One Vision, and Sarra Munro from Stonham), Health (Anne-Marie Kingdon from Wirral), and Electronic Monitoring (John Coy from G4S). I am also happy to report that Dr Lynne Roberts has been appointed to the Board as a Lay Advisor. In addition, an internal restructure at prison regional level has resulted in Eileen Fenerty-Lyons being replaced by Sue Fiddler (Regional Office) and John Illingsworth (Governor, HMP Liverpool). Various other membership changes have also taken place. With this broadened membership, the Board is now even better placed to lead the strategic development of MAPPA.

Broadening has also been in evidence through the Board's decision to re-cast the way it does business. This came about for a number of reasons, including an awareness of the growth of MAPPA as a framework for managing high risk offenders, and an ever increasing focus on a multi agency approach to managing risk of harm and reducing reoffending. Also, the greater involvement of Duty to Cooperate agencies (DTCs), and increased accountability within these agencies, has created a different texture to the work of the SMB. The time was therefore opportune to look at how the Board does its business, in particular the frequency of meetings and the introduction of a 'Cabinet' style of working to increase participation and shared responsibility for delivering the Business Plan. This was agreed in March, with the result that seven workstreams, each 'owned' by a group of members, now underpin the Board's objectives: MAPPA Practice Development, Performance Management, Training, Business Management, Inter-agency Working, ViSOR, Serious Case Review Panel, Communications and TACT (Terrorist Act).

A further example of broadening is evident from at least one of these workstreams, in particular 'Prevent' (TACT) and MAPPA. 'Prevent' is one strand of the Government's anti-terrorism strategy, and is based around managing risk by means of a multi-agency framework. Given its similarity with MAPPA, the avoidance of over and under lap is clearly critical if both approaches are to have maximum effect in enhancing public protection. Accordingly, there is a distinct 'Prevent' workstream within the Board's business plan.

To return to the two strategic emphases within the Board, the 'deepening' agenda is the result of greater scrutiny of the Board's activity by Government, with particular emphasis on performance monitoring - further evidence of the developing focus on participation of Partnership agencies. 2009-10 has been the first full year when attendance at the Board by representatives of partner agencies has been monitored. Attendance at operational MAPPA Meetings by all participating partners, including the three Responsible Authorities (Probation, Police and Prison), has also been monitored. All agencies have exceeded the 75% annual attendance at the Board (ie. three meetings out of four), but the picture is less encouraging at operational Meetings, where the target is 90%. The figures show there is some way to go, particularly by the DTCs, and this is being actively addressed within those agencies.

Whilst these activities have been progressing, the Board has not lost sight of critical opportunities to enhance public protection via MAPPA. One such opportunity has arisen following the tragic violent deaths of two French students in London last year, and the subsequent convictions of Sonnex and Farmer. Official investigations revealed a catalogue of missed opportunities in the management of these two offenders. Accordingly, the SMB has adopted a Sonnex Action Plan for implementation principally by the Police and Probation, and progress on the execution of this is almost complete.

Training is an on-going requirement for staff involved in MAPPA. A Training Strategy is in the course of development within a group led by the MAPPA Coordinator. Opportunities are being sought within a climate of scarce resources, to align MAPPA training with core training activities undertaken by partner agencies, and this work continues to progress.

This is an opportunity to express appreciation of the hard work contributed to MAPPA from the Responsible Authorities and Duty to Cooperate agencies, and their strong and very evident commitment to managing Merseyside's most dangerous offenders in the most effective manner possible.

## 3. THE MAPPA FRAMEWORK

- 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 on Merseyside 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 coordinated information sharing across the agencies; and
  - to direct 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 the 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 are formulated and monitored via MAPP meetings, attended by the various agencies.

#### Who are the MAPPA 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, and where there is a link between the offending and the risk posed. These offenders require active multi-agency management.

#### How are they managed?

There are 3 levels at which offenders are managed, based upon the level of multiagency 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 plan for these offenders requires 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.

## **Visor**

ViSOR is an IT system for the management of people who pose a serious risk of harm to the public. Since the implementation of ViSOR the three MAPPA Responsible Authorities - 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.

## 4. HOW MAPPA OPERATES LOCALLY

Violent and sexual offending is a sensitive issue, which understandably provokes strong emotions and fear. Multi-agency Public Protection Arrangements [MAPPA] are a set of procedures which govern how criminal justice agencies work together to identify, assess and manage high-risk offenders who commit serious sexual and violent offences. Although we cannot totally eliminate offending, MAPPA has become an effective means of dealing with those offenders who represent the highest risk to our communities.

At the heart of this process is the MAPPA meeting, followed by a series of review meetings which assess the risks and ensure a management strategy is collectively agreed and delivered.

All MAPPA business is conducted within national guidelines to ensure consistency of practice and quality standards. Underpinning the work of MAPPA is the intensive work undertaken with the offender to ensure they gain access to help and support to tackle their criminal behaviour. This is matched with a robust approach to the risk they present with a Risk Management Plan incorporating measures to protect the public.

The needs of the victim are a key consideration of MAPPA [both direct and potential]. Each meeting ensures that protective measures in respect of victims are part of the Risk Management Plan. These might include exclusion zones or conditions not to approach or communicate with the victim.

Throughout Merseyside, MAPPA operates within Local Authority boundaries consistent with the Police Basic Command Units [BCUs] and Probation Local Delivery Units [LDUs]. This also co-ordinates with other structures such as Crime

and Disorder Reduction Partnerships and Domestic Abuse Forums, and provides access to local resources.

The governance of MAPPA on Merseyside is the responsibility of the MAPPA Strategic Management Board, currently chaired by a senior manager from the Probation Service. The Police, Probation and the Prison Services are represented at senior management level, together with delegates from a range of agencies, referred to as the 'duty to co-operate' agencies.

The responsibility of the Board is to ensure performance is maintained in line with national guidelines and Key Performance Indicators; to identify needs or gaps in provision and explore options for new development and practice improvement.

The key focus of MAPPA is managing offenders capable of inflicting harm. Early identification of such offenders is critical in terms of managing risk. On Merseyside, processes to identify and screen all offenders with a sexual and/or violent offence profile are now in place, with all decisions accurately recorded. In each Local Authority area the Probation Service has appointed Partnership Managers, who apply scrutiny to all referrals to ensure only appropriate cases are managed through MAPPA. Further work with specialist Mental Health Hospitals and Secure Units and Community Mental Health Teams to identify the highest risk individuals is also in progress.

As part of continuous improvement within MAPPA, the Strategic Management Board has recently sought to improve greater participation by agencies through the allocation of key strategic areas of business to Board members, representing specific agencies. The aim is to broaden the ownership of business and to enhance accountability. In terms of developing a wider awareness of MAPPA, a full day MAPPA conference has been organised for Autumn 2010, which will be attended by over 200 delegates. This event will bring together the main professional bodies and agencies from across Merseyside to share information and develop MAPPA practice.

The Merseyside MAPPA regards public protection as its top priority and works extremely hard to eliminate risk. Through the MAPPA Strategic Management Board, it will constantly strive to innovate and develop local arrangements which ensure Merseyside is a safer place to be.

## 5. Case Studies

#### Case Study - Ms. A

Ms A is a young woman from an unstable and dysfunctional family background. As a result of her mother being unable to provide adequate care, she has spent periods of time in the care of the Local Authority. She has convictions for arson and violence. She is known to target individuals in a threatening and intimidating manner. She has attacked staff previously and is regarded as reckless and dangerous, with little fear of the consequences of her actions or insight into her behaviour. She has served custodial sentences in Young Offender Institutions, but has proved disruptive and extremely aggressive.

Given the complex background and risk of harm evident prior to release from custody, a referral to MAPPA followed and a meeting of agencies, including Police, Probation, Youth Offending Service, Local Authority Children's Services, Leaving Care Youth Services, and the Adolescent Psychiatric Team agreed an assessment of all the risks. A Risk Management Plan was established that included supported accommodation, psychiatric assessment, curfew and up to 25 hours contact per week by the Youth Offending Service. This case will be reviewed every 10 -12 weeks, to ensure the Risk Management Plan meets the needs of the individual and protects the public, whilst also responding to any change in circumstances.

Additionally, restrictive conditions in the release licence barred contact with, or an approach to named victims. Collectively, a range of agencies through MAPPA has established a robust means of managing risk and attempting to rehabilitate this young offender.

## **Case Study - Victims**

The Victim Liaison Officer plays an integral role in MAPPA, ensuring that the victim's voice is heard in the multi-agency meeting. The Victim Liaison Officer will make every effort to trace the victims of sexual and violent offences, seeking their views and requesting protective measures to ensure safety.

Mr D was an aggressive and controlling man. He had assaulted his partner on numerous occasions and eventually received a custodial sentence. Following release on licence, the offender immediately breached and was further recalled into custody. He continued to make threats to his partner and was adamant he would return to live with her and continue full access to the child. In discussions the victim disclosed that she felt obliged to return to her partner as she feared her child might be removed and taken into care of the Local Authority. He was indicating he would inform the authorities she was an unfit mother. The victim also explained that she was unsure of the paternity of the child as her partner had previously sexually exploited her by making her work on the streets.

A Multi-Agency Public Protection Meeting established a robust release and risk management strategy, which included protection of the victim and child. The Victim Liaison Officer worked with the victim, Children's Services and the housing authorities to enable the victim to move away and make a fresh start.

#### Case Study – Mr S

Mr S has a longstanding mental illness, which is treated by medication. However, he also has an acute alcohol problem which negates the effectiveness of the prescribed drugs, resulting in irrational and dangerous behaviour. He becomes highly stressed, which triggers excessive alcohol and drug consumption. He is a man with convictions for Violence, Robbery, Kidnap and the Use of Weapons. He is inconsistent with his co-operation and compliance with services, which also adds to the risk he poses.

Whilst living in the community, he is subject to restrictions under the Mental Health Act, which means he is managed by community-based Mental Health Nurses.

Two separate females had recently reported to Police they had been subjected to violent attacks by Mr S, but having reported the incidents, they retracted and refused to co-operate any further. Mr S was, at the time, on bail for offences of wounding. His demeanour and day-to-day behaviour was becoming increasingly risky, although Mental Health services confirmed this was as a result of stress leading to the consumption of excessive amounts of alcohol and illicit drugs. He was not displaying any psychosis and was not defined as mentally ill. Nevertheless, he was a man who presented a high risk of violent harm to the community, with women clearly targeted when he was drinking alcohol to excess.

The conditions of the Mental Health Order did not allow for recall as he was a man not assessed as mentally ill. The Police, acting as the lead agency, convened a MAPPP meeting to re-assess the risks and endeavour to formulate an effective Risk Management Plan. This co-ordinated approach of a range of agencies introduced protective measures to manage risk. The Ministry of Justice were approached to facilitate further forensic mental health assessment and Police began re-interviewing alleged victims in an effort to gain co-operation and bring charges in respect of the violent attacks.

Mr S was to be seen weekly by Mental Health Services, with reports and ongoing liaison with local Police. Arrangements to monitor Mr S in the community were put in place by Police, with regular reviews as part of the MAPPA framework. Mr S has been made aware of concerns regarding his lifestyle and dangerous behaviour, and now understands he is being monitored. His co-operation with Mental Health Services has improved and there have been no further incidents.

# 6. 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.

Organisation	Name	Contact Details
Merseyside Probation Trust	Paul Holt	Paul.holt@merseyside.probation.gsi.gov.uk 0151 920 9201 Ext 261
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Reducing Re-offending	Helen Lewis	Helen.Lewis02@hmps.gsi.gov.uk 0151 530 4390

## **STRATEGIC MANAGEMENT BOARD Continued...**

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# 7. 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.

## **Lay Adviser's Report**

I was appointed as one of the Lay Advisors to the Board earlier this year. As I have not come from a background in criminal justice, the learning curve has been steep as I have been familiarising myself with processes by which offenders' risks are assessed and managed. I have attended a couple of operational MAPPA meetings as part of my (ongoing) induction, and found these experiences enormously helpful. I am very clear that the Lay Advisor has a key role in asking questions (and challenging where necessary), and I am looking forward to developing in role.

Dr Lynne Roberts

**Note:** There is one Lay Advisor vacancy on the Board remaining. If anyone is interested in finding out more, please contact the Board Chair, Paul Holt (contact details on page 12 of this report).

# 8. MAPPA STATISTICAL INFORMATION 2009/10

## **Explanation/Commentary**

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 to 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 (x% 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.

**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.

### Number of MAPPA eligible offenders at 31 March 2010

	Level 1	Level 2	Level 3	<u>TOTAL</u>
Category 1:				
Registered Sexual Offenders	1041	76	20	1137
Category 2:				
Violent Offenders	109	16	5	130
Category 3:				
Other Dangerous Offenders	-	29	4	33

## CATEGORY 1

### MAPPA Offenders: Registered Sexual Offenders (RSOs)

i	The number of registered sex offenders in Merseyside on 31 March 2010:	
	Police Basic Command Unit	
	Liverpool South (F)	169
	Liverpool North (E)	287
	Sefton (B)	205
	Knowsley (C)	80
	Wirral (A)	270
	St Helens	126
	TOTAL:	1137
ia	The number of registered sex offenders per 100,000 head of population:	
	This figure has been calculated using the 2009 mid-year population estimate published	94.63
	by the Office for National Statistics on 24 <sup>th</sup> June 2010, excluding those aged less than	
	ten years of age. It is not directly comparable to figures published in previous years.	
ii	The number of sex offenders having a registration requirement who were	
	either cautioned or convicted for breaches of the requirement between 1 <sup>st</sup> April	
	2009 and 31 <sup>st</sup> March 2010	46
iii	The number of	
	a) Sexual Offences Prevention Orders (SOPOs) applied for	26
	b) Interim Sexual Offences Prevention Orders granted	4
	c) Full Sexual Offences Prevention Orders imposed	52
	between 1 <sup>st</sup> April 2009 and 31 <sup>st</sup> March 2010	

iv	<ul> <li>The number of</li> <li>a) Notification Orders applied for:</li> <li>b) Interim Notification Orders granted:</li> <li>c) Full Notification Orders Imposed between 1<sup>st</sup> April 2009 and 31<sup>st</sup> March 2010</li> </ul>	1 0 0
V	The number of Foreign Travel Order between 1 <sup>st</sup> April 2009 and 31 <sup>st</sup> March 2010 that were: a) Applied for: b) imposed:	0 0

## **OFFENDERS MANAGED AT LEVEL 2 OR 3**

vi	The number of MAPPA Offenders between 1 <sup>st</sup> April 2009 and 31 <sup>st</sup> March 2010 managed at level 2 or 3 who were:	Level 2	Level 3
	a) Returned to Custody for breach of licence	70	12
	<ul> <li>b) Sent to Custody for breach of a Sexual Offences</li> <li>Prevention Order</li> </ul>	1	1