

Teesside MAPPA Annual Report 2011 - 2012



Protecting Communities Through Sharing Knowledge



Executive Summary

Welcome to the Teesside MAPP Annual Report 2011 – 12.

The report marks a year of progress, development and success in the management of public protection issues within Teesside.

The strength of the partnership between the three Responsible Authorities – Prison, Police and Probation – and the Duty to Co-operate Agencies has continued to grow and as a result there have been some real success stories.

Crucially this year, no serious further offences were committed under MAPP Level 2 and 3 (active multi-agency management) during 2011-12, and no serious case reviews were held. One Level 1 eligible offender (ordinary agency management) was charged with a serious further offence during the year 2011-12. There were 154 Category 2 Level 1 offenders managed in Teesside at 31st March 2012.

MAPP in Teesside has also been recognised in a national thematic report as an example of good practice.

The report highlighted working in Middlesbrough where a complex and difficult sexual offender, who was assessed as presenting an escalating risk to the public, posed a challenge to all the agencies working with him.

MAPP brought pressure to bear on the responsible housing provider to continue to offer a tenancy, despite their concerns about the risk he presented to the community.

The police and offender manager jointly provided high levels of supervision and monitored his behaviour. Social care services were also involved in assessing levels of adult care services necessary.

Further case studies of how MAPP works in practice can be found in this report.

Introduction

Protecting Communities Through Sharing Knowledge

The Teesside MAPP annual report 2011-12 covers the successful management of public protection issues in Hartlepool, Middlesbrough, Redcar and Cleveland, and Stockton.

There is an established partnership between the three Responsible Authorities – Prison, Police and Probation, which has continued to grow since MAPP was introduced on Teesside in 1997. The report also highlights the role of the Duty to Co-operate Agencies and it is the sharing of knowledge between all these organisations which enables the effective management of offenders who pose the highest risk of harm in our communities.

MAPP SMB

The MAPP Strategic Management Board (SMB) directs and reviews the work of various sub-groups such as training, communications and audit. It also reviews reports on levels of MAPP activity and monitors trends in numbers of offenders and levels of meetings held. Each meeting also receives an anonymous case study, which highlights lessons to be learnt as well as examples of best practice that need to be shared and built upon.

Priorities 2012 – 13

The priorities for Teesside MAPP for 2012–2013 are:

- Continue to pursue the appointment of lay members to the Strategic Management Board
- Maintain high levels of MAPP performance and meet expectations of KPIs (Key Performance Indicators)
- Continue to implement MAPP training across all agencies especially in relation to learning from SCRs (Serious Case Reviews), collaboration with other multi-agency forums and developments in CT (Counter Terrorism) and HBV (Honour-Based Violence)
- Ensure the learning from the MAPP inspection is fully implemented across all agencies.



Jenny Mooney, Governor, Holme House Prison



Jacqui Cheer, T/Chief Constable, Cleveland Police



Trust

Russell Bruce, Chief Executive, Durham Tees Valley Probation



What is MAPP?

MAPP background

- (a) MAPP (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders (MAPP-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 MAPP 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 MAPP 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 MAPP 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 MAPP Works

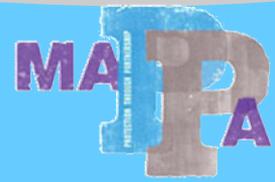
MAPP-eligible offenders are identified and information about them is shared by the agencies in order to inform the risk assessments and risk management plans of those managing or supervising them

In the majority of cases that is as far as MAPP extends but in some cases, it is determined that active multi-agency management is required. In such cases there will be regular MAPP meetings attended by relevant agency practitioners.

There are 3 categories of MAPP-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 focussed 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 MAPP 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**.

MAPP 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.



About MAPP in Teesside

In 2004 in Teesside, a joint Police and Probation Public Protection Unit was set up which promotes the joined up working between agencies that makes MAPP a success.

The Unit is recognised as an example of good practice by other Police and Probation areas across the country.

Along with Cleveland Police and Durham Tees Valley Probation Trust, HMP Holme House and HMP Kirklevington Grange make up the Responsible Authorities and the organisations work closely together to manage risk.

Duty to Co-operate Agencies (Local Authority Social Care Services, Youth Offending Teams, Primary Care Trusts, other NHS Trusts and Strategic Health Authorities, Local Education Authorities, Jobcentre Plus, Local Housing Authorities, Electronic Monitoring Providers and Registered social landlords) also have a valuable part to play in the process of managing offenders.

The priority will always be the safety of the public, and by working in partnership with other agencies under MAPP, the arrangements continue to ensure that offenders living in this area are managed effectively.

The level of risk to communities from dangerous offenders remains small, and the objective of this report is to reassure the public of the commitment to keeping neighbourhoods safe.

Teesside was one of four Force areas to pilot the Child Sex Offender Disclosure Pilot, which is an extra layer of protection where parents, carers and guardians can apply for information about whether individuals who have regular contact with their children are registered sex offenders.

Under the pilot a number of disclosures have been made and safeguarding action taken to protect children and the Public Protection team has received national recognition for its work on the scheme.

The scheme has now been integrated into business as usual for all those involved in it, and has been so successful that the Home Office has rolled it out nationally.

Convicted sex offenders are now subject to more checks than ever before. The sex offenders register ensures monitoring is in place and agencies can continue to work together to protect the public from known sex offenders living in the community.



How MAPP works in practice

Case Study 1 – Dave (not his real name)

Dave is a violent offender, who was sentenced to 5 years' imprisonment for a serious physical assault committed against a neighbour after drinking alcohol. He is subject to post release licence conditions, and is supervised by the Probation Service.

Due to concerns about the risk of harm posed to his previous victim, Dave was referred to the Multi Agency Public Protection Arrangements (MAPP Level 2 meetings) which met prior to Dave being released.

This meeting was attended by Probation staff, Police officers, Prison staff, Approved Premises staff, Safeguarding Children and Adults Social workers, Drug and Alcohol agency workers, and the local authority housing manager.

The meeting shared historic and current information and heard that he had not undertaken any offence work in Prison because he refused. The agencies working with him assessed that his attitudes and risk were concerning. He blamed his victim and maintained the offences were the result of provocation when he was drunk. He continues to hold a grudge towards the victim. As a result of the risk assessment carried out within the MAPP arrangements, he was directed to reside in an Approved Premises (Probation Hostel) on release from prison, with a long term plan to relocate him away from the victim's home address.

At the Hostel he responded positively for a period of two months. However he then started to drink, and returned to the Approved Premises later than his permitted time (he had a curfew 8pm to 8 am). All the agencies shared concerns about his deteriorating behaviour and attitude.

He was also found 50 metres inside an exclusion area, which was in place to protect his victim. He claimed he was lost, despite being born and raised in that area. He was warned by Probation management that he could be returned to custody if his behaviour did not improve.

These matters were discussed at his post release MAPP meeting and further agreed strategies were put in place. Police, along with the Victim Liaison Officer, improved target hardening at the victim's home, alarms and stronger locks were fitted, and the victim was given advice on who to contact should Dave be seen near their home.

The Approved Premises staff were asked to be extra vigilant and more frequent appointments with both his Probation Officer and Hostel Key worker were arranged. He was also instructed to attend for alcohol treatment as a further licence condition at a local alcohol treatment centre. All agencies working with Dave agreed to contact each other to report any changes in his demeanour, particularly a return to alcohol use.

Dave was also informed that he was now subject to Multi Agency oversight and that any proposed move from Approved Premises (Via Housing partners) would only be allowed if his behaviour and response improved.

In the following weeks no concerns were noted, Dave was adhering to his many conditions and he had begun alcohol treatment. However he left the approved premises one Saturday

evening, and did not return at his curfew time. All agencies were immediately informed and a decision was made via the Emergency Probation Arrangements to recall him back into custody within two hours, as he had for the second time stayed out beyond his curfew time.

His details were passed to the Police and a warrant for his arrest was issued. Police patrolled his exclusion zone and Dave was apprehended entering his exclusion area. He was heavily intoxicated and once again claimed he was lost. He was immediately detained and returned to custody where he remains.

A further MAPP meeting after his recall agreed that re-release to this area was not supported due to his performance on licence. Preliminary discussions are that he will be now placed out of the area until he can demonstrate that he is motivated to change his behaviour and the risk of harm he poses is reduced.

Only at this stage may he be allowed to return to the Teesside area, again only at an address some distance from his victim.

Case Study 2 – James (not his real name)

James has a history of sexual offending and was sentenced 11 years ago and accommodated in a low secure hospital due to a diagnosed learning disability.

James has become institutionalised after spending time between hospitals and prison. His stress and anxiety levels were high because of fear of being released into the community. It wasn't feasible for him to live in the community i.e. in a bed and breakfast and he had no family he could reside with.

Housing Options became involved in the MAPP process, tasked to source suitable accommodation timely for James's release from prison.

A two bed roomed property was identified to assist with delivering a 24 hour wrap round support package and to assist the Police in his management.

Considerations around the location and setting of the property were vital to enable the support workers to fulfil their support roles and to minimise the impact on the local community.

Housing Options enlisted assistance from the Council's Care Call service. They were able to install vital equipment that could monitor James's movements in and out of the property to assist the support workers who were providing 24 hour supervision and support.

James lived in the property for a relatively short period of time but unfortunately due to increasing concerns he was recalled back to a secure hospital.

MAPPA-eligible offenders on 31 March 2012

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	536	154	-	690
Level 2	5	6	11	22
Level 3	4	0	0	4
Total	545	160	11	716

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	16	24	18	58
Level 3	6	2	1	9
Total	22	26	19	67
RSOs cautioned or convicted for breach of notification requirements				29

Restrictive orders for Category 1 offenders

SOPOs, NOs & FTOs imposed by the courts

SOPOs	80
NOs	0
FTOs	0

Level 2 and 3 offenders returned to custody

Breach of licence

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	3	3	0	6
Level 3	1	0	0	1
Total	4	3	0	7

Breach of SOPO

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	2	-	-	2
Level 3	0	-	-	0
Total	2	-	-	2

Registered Sex Offenders in Teesside

Hartlepool	57
Stockton	189
Middlesbrough	157
Redcar and Cleveland	142
Total number of Registered Sexual Offenders per 100,000 population	
	111

This figure has been calculated using the 2011 Mid-Year Population Estimate published by the Office for National Statistics on 25 September 2012, 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 2012 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2011 to 31 March 2012.

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 (96% 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 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.

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.

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.

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 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.

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.

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.



Key staff and contacts in Teesside MAPP

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Elaine Hunneysett, Head of Public Protection, HMP Holme House – 01642 744004

Teesside Public Protection Unit – 01642 247488

Child Sex Offender Disclosure Scheme Helpline – 01642 302902

Miranda Sykes, Corporate Communications Manager, Cleveland Police – 01642 326326

Useful websites

www.dtvprobation.org.uk

www.cleveland.police.uk

www.hmpps.gov.uk

www.victimsupport.org.uk