



NATIONAL
PROBATION
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HAMPSHIRE



Multi-Agency
Public Protection
Arrangements
(MAPPA)



Protecting the Public

Hampshire & Isle of Wight Annual Report 2008-2009



Alex Marshall QPM
Chief Constable
Hampshire Constabulary

Public confidence is now a key measure of success for the Police and Probation Service and the work of all Multi-Agency Public Protection Arrangement (MAPPA) agencies is vital to ensuring that the confidence of the public in our ability to manage the most dangerous individuals within our society is maintained.



Barrie Crook
Chief Officer
Hampshire Probation Area

Communication between agencies is crucial in preventing serious violent and sexual offending. The model of co-operation and partnership that MAPPA represents is regarded internationally as a leader in its field. One of the key objectives we have for the next year is to take the best elements of this model and apply it to the supervision of other groups of offenders, thus achieving greater consistency in Offender Management across the county.



Bruce Davison
Head of Social Inclusion
Strategy Unit for Thames Valley,
Hampshire and Isle of Wight,
Her Majesty's Prison Service

The last twelve months have seen some very significant changes for the agencies involved in MAPPA. In particular, the current financial climate has put pressure on budgets. Whilst agencies will have increasingly difficult decisions to make in deciding how resources are used, priority will continue to be given to safeguarding the public from those offenders who pose the greatest levels of risk.

We would like to express our thanks to all members of staff within the Police, Prison and Probation Services who have worked very hard during a challenging year. In particular, we are grateful to members of partnership organisations, both statutory and voluntary, who have given their time to support this work in managing high risk offenders.



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Our goals for the next 12 months

The Hampshire and Isle of Wight Strategic Management Board has Agreed a business plan for 2009/10.

Key Achievements 2008/09

■ ViSOR was successfully implemented across Hampshire Probation Area.

This has further enhanced information sharing between Police, Probation and Prison Services.

■ We facilitated a one day conference focussing on Serious Further Offending. This was attended by 150 delegates from our Duty to Co-operate partners, Police, Probation and Prison staff.

■ We delivered MAPPA Awareness training to all multi-agency staff new to the MAPPA arena; Mental Health Act training to all MAPPA Chairs; we held a number of briefing events to introduce the new MAPPA Document Set.

■ We recruited a new Lay Advisor to the Strategic Management Board.

■ We agreed a screening process for all level 3 offenders including offenders with Counter Terrorism and Domestic Extremism convictions.

MAPPA Development Strategy

■ Implement the screening process for level 3 MAPPs.

■ Action the changes in the new MAPPA Guidance

Monitoring and Evaluation

■ To establish a Serious Further Offending sub-committee

■ Provide quarterly reporting of MAPPA statistics to SMB per the new MAPPA guidance.

■ Amend existing protocols as per new MAPPA guidance

Communication and Strategic Partnerships strategy

■ Publish and circulate MAPPA Annual Report

■ 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

■ Revise our training to incorporate the changes in the National MAPPA Training programme.

■ A full copy of our business plan can be found at :
www.hampshire-probation.gov.uk
or www.hampshire.police.uk

Child Sex Offender Disclosure Pilot

In September 2008 a Home Office scheme giving members of the public the opportunity to enquire whether an individual who has contact with a child is a registered child sexual offender was launched in Southampton and on 16th March 2009 it was rolled out across the whole of Hampshire and the Isle of Wight.

The pilot allows parents, guardians and third parties (such as friends, neighbours and relatives) to apply for disclosure about someone who has contact with a child or children. Those people applying for information must live in Hampshire and the Isle of Wight and be making an application about someone who also lives within the two counties.

Anyone wishing to make an application for disclosure must attend a station in Hampshire and the Isle of Wight taking with them two forms of identification, where all applications will be verified to ensure they qualify.

Risk assessments will then be made, any urgent action will be taken and decisions will be made as to whether disclosure is appropriate and if so to whom. This will be made to those people who are in the best position to protect a child from harm.

The pilot scheme builds on existing processes to proactively manage registered sexual offenders by the Force's Public Protection Unit under the Multi - Agency Public Protection Arrangements.

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 [insert name of Area] 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 is 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 do 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 the MAPPA offenders?

There are 3 categories of offender eligible for MAPPA.

Category 1 Registered Sexual Offenders

These offenders are required to notify the police of their name, address and other personal details and notify any subsequent changes.

Category 2 Violent Offenders

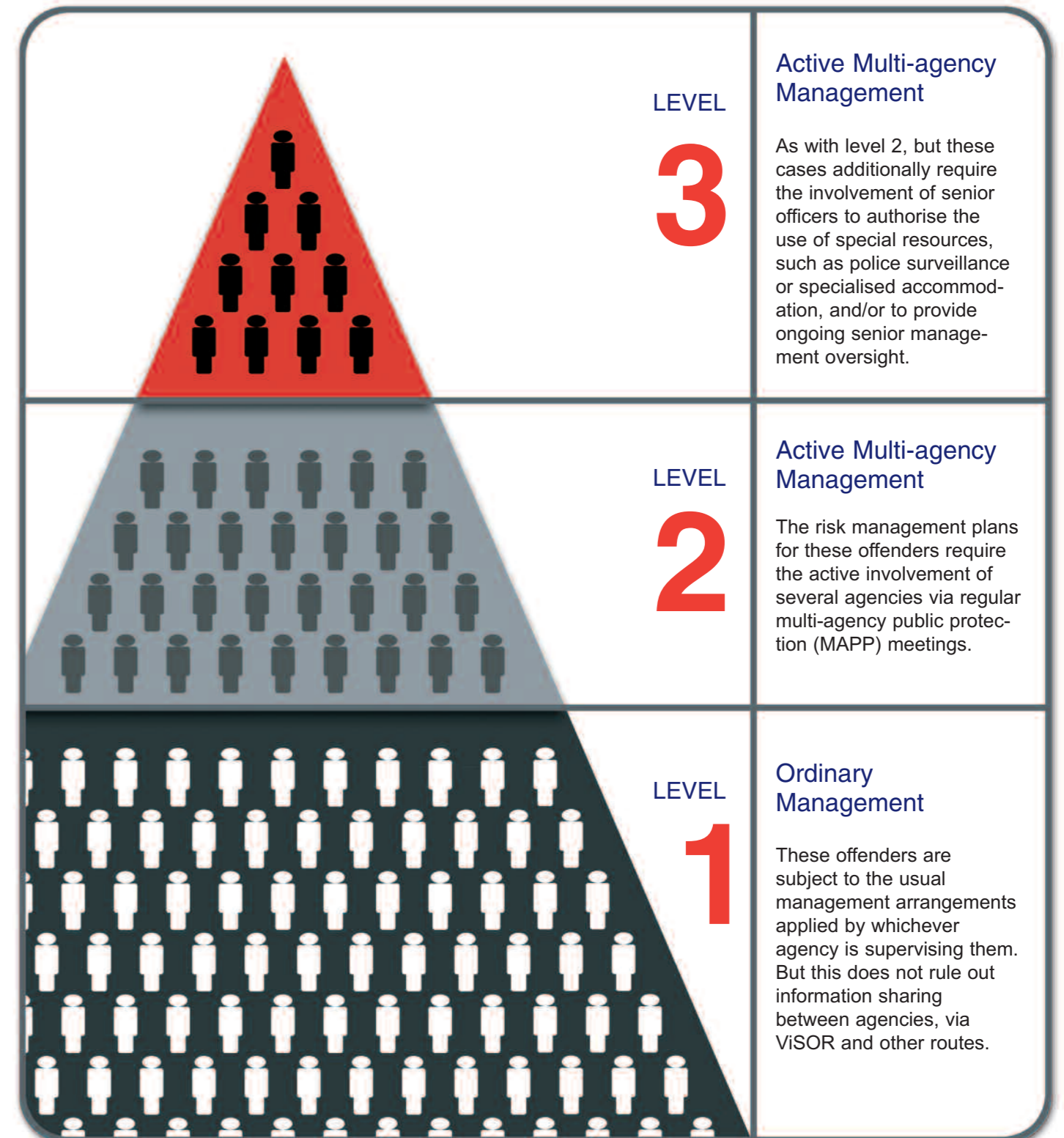
These are offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. This category also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.

Category 3 Other Dangerous Offenders

These are 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.

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. Offenders will be moved up and down levels as appropriate:





ViSOR is a database holding details of sexual and violent offenders, and other dangerous persons. The three MAPPA Responsible

Authority agencies - 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

MAPPA In Hampshire

Once an agency has identified a case for inclusion in the MAPPA process, the MAPP 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

Dealing with Substance misuse

Mark is a 38 year old male with a conviction for arson which occurred in the family home. Prior to the offence he had been treated for drug induced psychosis. On the day of the offence he had been bingeing on alcohol and amphetamines resulting in hallucinations. As a consequence he set fire to various parts of the family home.

Risk assessment

The risk factors identified in this case were managing his prescribed anti-psychotic medication, his substance misuse and his lack of stable accommodation.

Risk Management

Through the MAPP close links were made with mental health services, adult services and housing. Without stable accommodation it would have been very difficult to monitor his medication and substance abuse. The support provided by these services has allowed Mark to better manage his behaviour. He continues to be supervised by his Offender Manager who remains in close liaison with the agencies involved with his management.



Case Study 2

Supervising an offender with learning difficulties

Peter is a 20 year old male who had received a conviction for sexual assaults on two boys. He has learning difficulties.

Risk Assessment

The risk factors identified in this case were the risks that Peter presents to children and young vulnerable adults; his lack of personal boundaries; his lack of remorse or empathy; lack of positive role models and the lack of acknowledgement of his offending by his family.

Risk management

It was decided to apply for a SOPO as Peter was unable to set his own boundaries. This would prevent him from visiting areas where young people congregate for example, a local swimming pool. It was acknowledged that work opportunities would be limited because of his learning difficulty but that it was essential that his day should be structured. It was decided to disclose his offending to family members with children because of his

immediate family's unwillingness to accept his offending behaviour. Peter was also in regular contact with his Probation Officer and Police MAPPA Officer who continued to monitor his progress and challenge his beliefs.

Whilst on Probation Supervision there have been no further incidents. Peter is residing in supported accommodation where he is coping well and he has been found employment where he cannot have contact with children. The restrictions of the SOPO were carefully explained to Peter and he has complied with this. When his Probation Supervision ends he will continue to be monitored by the Police. Providing Peter with a structured routine and clear boundaries has allowed him to manage his own behaviour more effectively.

Case Study 3



Domestic Violence

John has a history of violent behaviour. His recent conviction is related to domestic violence against his daughter. Previously he had sent her threatening letters and had breached a restraining order. In the past he has been so threatening that his ex-wife was forced to move out of the area.

Risk Assessment

The risk factors identified in this case were John's minimisation of his offending; fixation with his daughter and grandchildren; his alcohol use and the psychological harm to the children as a result of his behaviour.

Risk Management

During supervision his Probation Officer has continued to address his attitude towards his offending behaviour. Through the MAPP, Children's and Adult Services began liaising with the family, of particular concern was the psychological well being of the children and their mother. As a result of these interventions the children have become more settled. John has gradually accepted that his behaviour is preventing any possible reconciliation with his daughter but also understands that contact with his daughter is currently not possible. There have been no more violent incidents although the situation is under frequent review by the MAPP.

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. They are there to represent the views and concerns of victims.

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.

Circles of Support and Accountability

Hampshire and Thames Valley Circles of Support and Accountability (Circles) is a Ministry of Justice funded pilot which has been operating, initially in 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 or motivated to not re-offend, and to assist their re-integration into society; enabling them to lead responsible, productive and accountable lives.

If you are interested in becoming a volunteer with Circles please contact:
AnneHolmes
anne.circles@byconnect.com
calling 0845 30 30 900.



What do the Statistics tell us?

By level of management

During 2008/2009 a total of 1647 offenders were eligible MAPPA offenders, of these a total of 1325 (80%) were managed at level 1, 308 (19%) were managed at level 2 and 15 (1%) at level 3.

Of those offenders being managed at level two, 7 offenders (2%) breached their licence and 2 (1%) offenders were returned to custody for breach of a sexual offences prevention order. No offenders who had been managed at level 3 breached their licence or SOPO.

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.

This year, two offenders were charged with a serious further offence and are still awaiting trial.

Registered Sexual Offenders

A total of 1216 sexual offenders in the community were registered with the police as of 31/03/2009. This is an increase of 5%.

The total number of RSOs per 100,000 per head of the population in Hampshire is 68.

Level of Management	Level 1	Level 2	Level 3	Total
Registered Sexual Offender	1025	184	7	1216
Violent Offender	300	92	6	398
Other Dangerous Offender	0	32	1	33

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 (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 and Foreign Travel Orders

A 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 travelling abroad where it is necessary to do so to protect children from the risk of sexual harm.

During 1/04/2008 and 31/3/2009 a total of 38 SOPOs and 7 notification orders were imposed by the courts. No Foreign Travel Orders were applied for during this reporting period.



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

Number of Offenders

1 OCU	313
2 OCU	89
3 OCU	213
4 OCU	186
5 OCU	231
6 OCU	184

Of the 1216 registered sexual offenders in Hampshire;
 1025 (84%) were managed at level 1,
 184 (15%) were managed at level 2
 7 (1%) were managed at level 3

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.

What do Lay Advisers do?

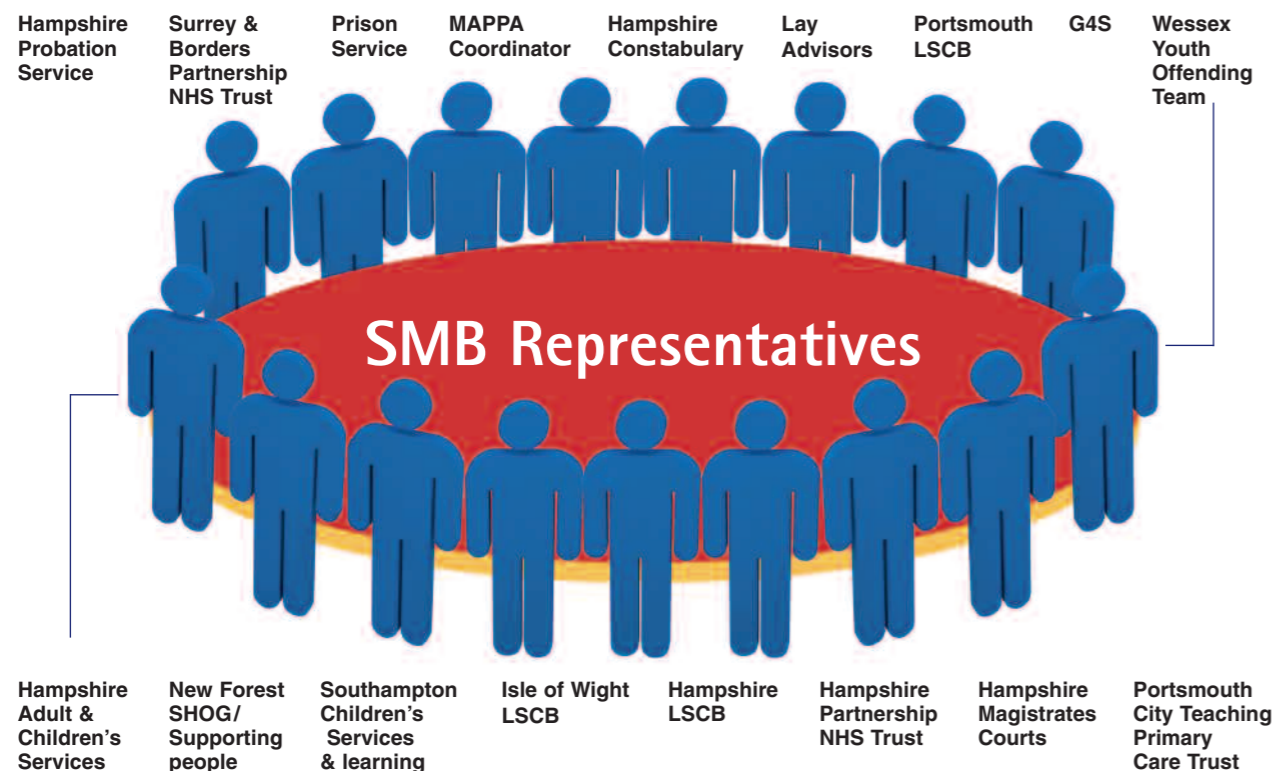
The responsible authority is required to appoint 2 lay advisers to sit on the SMB. The lay advisers act as independent yet informed observers; able to pose questions which the professionals closely involved in the work might not think of asking. They also bring to the SMB their understanding and perspective of the local community – where they must reside or have strong links. During the latter part of 2008 we recruited a new lay adviser, she writes;

MAPPA Lay Advisor in-training

Since my initial induction, alongside eight other newly appointed lay advisors in York in January 2009, I have been offered many opportunities for training and

learning about the work of the MAPPA professionals both at local and national levels. My main task is to spend between eight and sixteen hours per month attending level 2 and 3 MAPP meetings, so that I can attend SMB meetings well-informed and in a position to contribute my observations and questions. Luckily for me, the MAPPA co-ordinator arranged for me to attend my first level 2 MAPP shortly after my initial training. The smooth way in which the Offender Managers and Social Workers contributed to the meeting, and the precision and attention given to important detail, concerning visiting and questioning offenders was a reassuring introduction to MAPP work for a lay person.

Two days spent at the Police Headquarters in Netley on Multi-Agency Training afforded me with so much useful information on the work of MAPPA, with regard to the work of the Police and Probation services. Their enthusiasm and sense of commitment to the work, provided an insight into the high calibre of MAPPA staff in Hampshire. The most important aspect which has emerged from my training and conference attendance is the fact that if all the sterling work undertaken by MAPPA is to succeed then it is crucial that the systems which operate in prisons must be structured, relevant and thoroughly prepare offenders so that they are equipped to take advantage of the work of the MAPPA teams upon release from custody.



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		

This report has been produced by the Responsible Authority in conjunction with board members of the MAPPA SMB. For further information contact:

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www.hampshire.police.uk

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