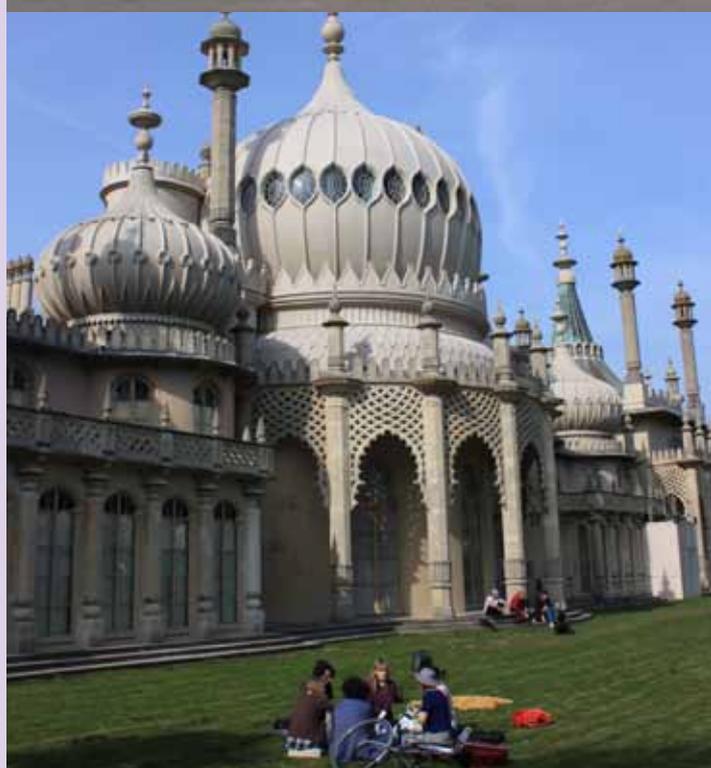


MAPPA

Annual Report 2009/10
Sussex Multi-Agency Public
Protection Arrangements



Introduction

We are pleased to introduce the 2009-2010 Annual Report on the Multi-Agency Public Protection Arrangements (MAPPA) in Sussex. This is the ninth Annual Report produced since MAPPA began operation across England and Wales in 2001.

The report details how MAPPA in Sussex continues to develop. The risk of serious harm being inflicted on others by a small number of dangerous individuals can never be totally eliminated. We do believe however, that the ongoing development of MAPPA will result in increasingly effective work to reduce this risk to a minimum. In achieving this, it is vital that those within the Criminal Justice system who pose the most significant risk are accurately and promptly identified, and that resources are appropriately targeted at these individuals. The evidence within the report suggests that this targeting continues to be refined and improved.

Giving members of the public added reassurance about those in contact with their children is the aim behind a pioneering new scheme which is to be rolled out in Sussex.

The Child Sex Offender Disclosure Scheme will provide parents, carers and guardians a formal channel to make enquiries about people who have direct access to their children. The scheme builds on existing processes to manage sexual and violent offenders. Although disclosure would already take place when children are deemed to be at risk, the scheme enables those eligible to apply directly for information themselves.

Those applying for information must live in Sussex and be making an application about someone who lives in Sussex. Disclosure will not be appropriate in all cases but the process will be robust and the safeguarding of children will be the key determining factor.

In this year, we have implemented new guidance received from the Ministry of Justice to streamline our processes further and ensure best practice and effective joined up working. As a Strategic Management Board, we have continued to develop audit and review procedures to identify best practice and any areas for improvement. The findings from these audits have assisted us to invest in training for staff working within our agencies. In this year, we have rolled out the Ministry of Justice's national foundation training for MAPPA practitioners to improve knowledge and understanding of MAPPA processes across agencies and as an introduction to MAPPA for our staff working within duty to cooperate agencies.

In the next year and to coincide with the merger of Surrey and Sussex Probation Areas into one Probation Trust, we plan to merge the MAPPA administrative functions in place in each area to ensure MAPPA functionality across both areas.

The Multi-Agency Public Protection Arrangements in Sussex continue to improve. They are an effective method of assessing and managing the small number of dangerous offenders in our community. The protection of the public and the needs of victims remain our highest priorities.



Sonia Crozier
Chief Executive
Surrey & Sussex
Probation Trust



Martin Richards
Chief Constable
Sussex Police



Robin Eldridge
Governor
HMP Lewes

MAPPA Strategic Management Board (SMB)

Senior representatives of each of the agencies involved in MAPPA form a Strategic Management Board which meets at least quarterly to monitor the arrangements and direct any necessary improvements. The current Sussex SMB consists of:

Assistant Chief Constable Olivia Pinkney
Nick Smart
Andrea Saunders
Chief Supt Martin Cheesman
Supt Jane Rhodes
Det Chief Inspector Neville Kemp
Det Inspector Jeff Lister
Sue Cart
Douglas Sinclair
Sarah Findlay
Andrew Dean
Marian Trendell
Robin Eldridge
Jill Munday
Nigel Andain
Janet Thacker
Peter McKinney
Jane Doherty

Sussex Police (Chair)
Surrey & Sussex Probation Trust (co-Chair)
Surrey & Sussex Probation Trust
Sussex Police
Sussex Police
Sussex Police
Sussex Police
West Sussex County Council Adults and Children's Services
East Sussex County Council Children and Young People's Services
Lewes District Council Housing Department
Sussex Partnership NHS Foundation Trust
Sussex Partnership NHS Foundation Trust
HMP Lewes
MAPPA Lay Advisor
Brighton & Hove Youth Offending Team
Jobcentre Plus
Victim Support
Brighton & Hove City Council Children and Young People's Trust

What our partners think

"Jobcentre Plus works within MAPPA as a Strategic Management Partner. Sussex MAPPA and JCP have benefited from collaborative work by refreshing understanding of our mutual roles and responsibilities and by developing skills within our organisations."

Janet Thacker, Head of Partnerships, Jobcentre Plus, Surrey and Sussex.



"MAPPA is a key process for information sharing about offenders and therefore enabling us to assess risk and safeguard our most vulnerable children and young people."

Jane Doherty, Head of Safeguarding, Children and Young People's Trust, Brighton and Hove City Council

"My view is that MAPPA provides an important function with effective risk assessment and risk management of offenders prior to release from prison or secure hospitals in the interest of public protection."

Marian Trendall, Head of Social Care - Specialist Services, Sussex Partnership NHS Foundation Trust



What is MAPPA?

- MAPPA is 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 Sussex 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 purpose 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 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 MAPPA meetings attended by various agencies.

Case Study - Category 1 – Registered Sexual Offender

J was being supervised by probation having been convicted of child sex offences and was initially managed at MAPPA Level 2.

Police, probation and children's services worked closely via MAPPA to share information about J's risk to children and made nationwide enquiries which revealed J had previous convictions for sexual offences with children. This enabled us to gain a picture of J's modus operandi for grooming young males and put in place plans to manage that risk.

There was also close working with the local housing authority to ensure J was housed in stable accommodation where he would not be posing a risk to children.

J made disclosures to probation staff during a sex offender treatment programme relating to possible further offences. These were shared with the police via MAPPA and he was arrested. He is currently on bail pending decisions to prosecute. The police are also applying to the court for a Sexual Offences Prevention Order which will restrict J's opportunities to groom children.

This case is a good example of partners working together and sharing information to manage risk. It also demonstrates the effectiveness of enforcement arrangements when offenders are suspected of breaching their requirements or if alleged new offences come to light.



Who are the MAPPA offenders?

There are three categories of offender eligible for MAPPA:

Category One Registered Sexual Offenders	Category Two Violent offenders	Category Three Other dangerous offenders
Sexual offenders who are required to notify the police of their name, address and other personal details and notify if their details change.	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.	Offenders who do not qualify under Categories One or Two 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 three 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:

Level 1- Ordinary management	Level 2 - Active multi-agency management	Level 3 - Active multi-agency management
These offenders are subject to the usual management arrangements applied by whichever agency is supervising them. This does not rule out information sharing between agencies, via ViSOR and other routes	The risk management plans for these offenders require the active involvement of several agencies via regular multi-agency public protection (MAPPA) meetings.	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.

How we manage MAPPA offenders

Most offenders come into MAPPA having been released on licence from a prison sentence and are placed under probation supervision. Standard conditions are that offenders must report for regular appointments with probation and be of good behaviour otherwise they could be recalled to prison. They may also be banned from visiting certain areas or contacting victims. There are a number of court orders available to protect the public from offenders whose licences have expired or those who are not subject to probation supervision:

- **Sexual Offender Registration**

Requires convicted sex offenders to register with the police giving their name, date of birth and home address. Offenders are subject to home visits and must notify police if they change address. It may also be a condition that an offender must notify the police if intending to travel abroad.

- **Sexual Offences Prevention Orders (SOPOs)**

Place restrictions on convicted sexual offenders and their ability to engage in grooming for the purposes of sexual abuse. A SOPO may prohibit an offender from associating with children, entering playgrounds and other areas used by children or from owning computers. The minimum duration for a full order is five years. There is no upper time limit.

- **Risk of Sexual Harm Orders**

Similar to SOPOs in that they aim to restrict and deter individuals from grooming children for sexual activity. The main difference is that they can be used on people who have no previous convictions for sexual offences but they need to have demonstrated they are at risk of doing so.

- **Notification Orders**

Can be applied to any individual who has been convicted or cautioned for a sexual offence committed whilst the offender was abroad. On their return to the UK, the order makes the offender subject to the full requirements of the Sexual Offender Register.

- **Foreign Travel Orders**

Can be used to stop offenders convicted of a sexual offences against children from travelling overseas.

- **Violent Offender Orders**

Allow for restrictions to be imposed against offenders who have been convicted of certain serious violent crimes. Under the order offenders could be prevented from going to certain places, attending specified events or contacting individuals. Offenders are required to register with the police in the same way as Registered Sexual Offenders

- **Other orders**

Other civil orders may be applicable in cases where the threat may relate to domestic violence or stalking.

Safeguarding Victims

Surrey & Sussex Probation Trust has a responsibility to contact victims or victims' families where the offender received a prison sentence of 12 months or more for a violent or sexual offence. This includes cases where a life sentence has been passed. The Victim Contact Scheme allows the feelings of victims to be represented when cases are discussed at MAPPA meetings and when offenders are being considered for parole or release from prison under licence.

ViSOR

ViSOR is a database holding details of sexual and violent offenders, and other dangerous people. 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 reoffending.

What MAPPA cannot do

Offenders cannot be detained in custody beyond their sentence end date however high the risk is assessed to be. Whilst police monitoring and surveillance is part of the MAPPA toolkit in cases when an immediate risk of serious harm is assessed, this applies in a very small number of cases. It is not realistic for police or probation to monitor MAPPA offenders 24 hours a day. It must also be appreciated that MAPPA deals only with offenders already convicted of sexual or serious violent offences. Offenders subject to a determinate sentence cannot be detained in custody beyond the end date of their sentence or, in the case of indeterminate sentence prisoners, they have been ordered to be released.

Lay Advisers

We are required to appoint two lay advisers to sit on the Strategic Management Board (SMB). They 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 live or have strong links.

Lay Adviser's Report

My role as Lay Adviser over the past year has been varied and has included observation of MAPP discussions and participation in strategic and sub-group meetings. These have led me to the conclusions that good MAPPA procedures exist in Sussex to ensure public safety and protection and that offenders are being very robustly managed.

Successful multi-agency arrangements are built on mutual trust that results in effective cooperative working between agencies; this strong collaborative approach has been evident at all meetings and events. The recent inspection by HMI Probation identified strengths in multi-agency work across Sussex, a view that I completely endorse.

Attendance at MAPPA meetings by participating

agencies is generally very good and appropriate to the needs and demands of the cases being discussed. Where occasional gaps in attendance occur, sometimes due to staff changes, these are always followed up carefully and quickly to ensure public protection responsibilities have not been compromised.

It is obvious that all agencies and individuals take their duties and roles very seriously. As well as area meetings where individual cases are discussed, an effective sub-group system operates to help drive forward improvements and monitor the impact of changes and developments.

Jill Munday

Case Study - Category 2 – Violent Offender

D Received a 30 month prison sentence for violent harassment towards his partner and her child. He had a long history of violent convictions including a number of domestic violence incidents.

This case required detailed multi-agency management. Probation liaised with the victim via its victim contact scheme in drawing up licence conditions which would protect her and her children.

When released on a two-year extended licence there were concerns about the safety of D's ex partner and also a new partner who he had formed a relationship with while in prison. On release the offender was required to complete a domestic violence programme, part of which

involved close liaison between the new partner and the police Anti Victimisation Unit.

Concerns about the welfare of the new partner, which came to light as a result of contact with the police Anti Victimisation Unit, were shared with children's services and probation contacted the woman to ensure she was aware of D's background and risks.

There was also information sharing to ensure D did not have contact with children via a church group he attended. It was later confirmed that D was no longer in a relationship so his MAPPA management was reduced to level 1 to reflect the decreased risk and his ongoing compliance with his licence conditions.



Sussex MAPPA

Key Achievements 2009-10

MAPPA Development. We have:

- Developed a project for piloting multi-agency co-located MAPPA teams with public protection staff from police, probation and Sussex Partnership NHS Trust
- Enhanced MAPPA processes locally to ensure we keep to revised new national MAPPA guidance for areas
- Developed further our links with MARACs (Multi Agency Risk Assessment Conferences) to ensure robust protection plans for victims of domestic abuse where a perpetrator of domestic abuse also falls within the MAPPA
- Established a protocol with housing authorities across Sussex so that those offenders with housing needs can be managed and accommodation can be targeted appropriately as part of robust risk management plans and good inter-agency working.

Monitoring and Evaluation. We have:

- Met and exceeded the national standard to ensure 90% of our MAPPA Level 2 (97.65%) and Level 3 (100%) offenders are reviewed at MAPPA meetings in line with national MAPPA standards
- Conducted multi-agency case audits on our highest risk cases (managed at MAPPA Levels 2 and 3 to ensure processes are robust and any lessons learned from the management of these cases have been communicated and put in place
- Continued to build upon and ensure our processes in conducting serious case reviews are robust where an offender has committed a serious further offence. This has been done through joined up working across all of those agencies involved with MAPPA
- Met our target for ensuring disclosure is considered on 100% of MAPPA Level 2 and 3 cases and put in place a system for auditing those cases where a disclosure to a third party (someone not involved with the management of a MAPPA offender) has been made to assess the appropriateness of such disclosures.

Communications. We have:

- Briefed Sussex MPs on the MAPP arrangements with the launch of the MAPPA Annual Report for 2008-9.
- Communicated key changes from new MAPPA Guidance to practitioners within both Responsible Authority and Duty To Cooperate agencies. Implementing this has ensured more robust management of those cases which absolutely require being managed at MAPPA Levels 2 and 3
- Briefed members of staff from or affiliated with Safeguarding Children's Boards on the work of MAPPA and the Strategic Management Board. This included school nurses, NHS staff and social workers
- Developed multi-agency meetings between our Communications staff where there have been identified risks to the public and specific media concerns relating to these.

Training. We have:

- Provided training on new national guidance to MAPPA meeting Chairs and offender managers in this year to ensure procedures and national standards are met
- Implemented MAPPA Foundation training developed by the Ministry of Justice for practitioners working within MAPPA.

Other Achievements:

- We have achieved extremely positive feedback for the multi agency work being done on MAPPA in an Her Majesty's Inspectorate of Probation inspection which took place earlier this year. This inspection highlighted proactive and effective multi-agency working between those agencies involved within MAPPA and applauded the work of Responsible Authority partners in working together to protect the public.

Priorities for 2010/11

- By the end of 2010/11 we plan to establish at least two police co-located MAPPA teams comprising of police, probation and mental health professionals in Sussex , with the aim of further improving joint working. If successful, we plan to co-locate the remaining teams by 2011 with plans to extend these teams
- Following the successful National Pilot, Sussex has adopted the National Child Sex Offender Disclosure Scheme early in order that any individual with concerns about a possible risk to a child can be progressed appropriately, empowering our communities in supporting agencies to safeguard children
- The intranet-based Neighbourhood Policing Portal project will be implemented in 2010 and is a significant step forward in that it will enable Neighbourhood Policing Teams to readily access information about MAPPA offenders living in their area, further improving the capability of Sussex Police to successfully manage these individuals
- With the merger of Surrey and Sussex into one Probation Trust we will streamline our MAPPA co-ordination and administrative functions to further improve the effectiveness of MAPPA across these areas
- We aim to roll out further MAPPA foundation training and opportunities for more joint training for public protection staff in all agencies
- We will develop a protocol with the Mental Health Review Tribunal (MHRT) to ensure information sharing between MAPPA and the MHRT is put in place for relevant offenders
- We will ensure we deliver on the national MAPPA key performance indicators.

Case Study - Category 3 - Other dangerous offender

B was released on licence having served the custodial element of a 30 month prison sentence for beating and stabbing an associate. He had previous convictions for violence and sexual offences against a child.

On release he was assessed as posing a high risk of harm to the public and housed at a probation approved premises. This enabled his behaviour and alcohol use to be closely monitored and he was also under curfew. He also received treatment for alcohol problems, which were a significant factor in his offending.

Despite making good initial progress, another police force provided information to MAPPA

which suggested that B's ex partner and child, living in another part of the UK, were at risk from him.

With his licence period due to expire, Sussex Police successfully applied for B to be made subject to a Violent Offender Order, which prohibits him from contacting the ex partner and son and from drinking in a public place.

This case demonstrated close working between probation and two police forces in sharing information, managing B's risks, identifying potential victims and putting in place measures to protect them through the Violent Offender Order.

MAPPA Statistical information for Sussex 2009/10

Figures relate to the period 1 April 2009 - 31 March 2010, unless stated.

Number of MAPPA eligible offenders in the community on 31 March 2010:

	Level 1	Level 2	Level 3	Total
Category 1 Registered Sexual Offenders	932	13	0	945
Category 2 Violent Offenders	312	4	1	317
Category 3 Other dangerous offenders	-	2	0	2

Registered Sexual offenders (MAPPA Category 1)

Numbers by area as at 31 March 2010:

Brighton & Hove	East Sussex	West Downs	North Downs
201	328	241	175

Total number of Registered Sexual Offenders per 100,000 head of population - 67.79

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.

Registered Sexual Offenders cautioned or convicted for breach of notification requirements - 31

Enforcement of offenders managed at MAPPA Levels 2 and 3:

	Number returned to custody for breach of licence	Number sent to custody for breach of Sexual Offences Prevention Order (SOPO)
Level 2	30	4
Level 3	2	1

Other MAPPA statistics:

	Sexual Offences Prevention Orders (SOPOs)	Notification Orders	Foreign Travel Orders
Applied for	5	0	1
Interim Order issued	0	0	n/a
Full Order issued	34	0	1

Commentary

The number of Registered Sexual Offenders being managed in Brighton & Hove appears to have increased significantly when compared with last year's annual report.

This is not actually the case and rather than being an increase in these offenders being managed in that area it is a result of under-reporting in last year's annual report.

We have now put in place dedicated administrative arrangements in this area to ensure accuracy of figures being reported and are confident that the figures in this annual report are accurate across all areas.

The number of offenders being managed under MAPPA will vary slightly from year to year, with new offenders coming into MAPPA and others reaching the end of their MAPPA supervision.

Explanation of terms

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 are actually managed under ordinary agency (level 1) arrangements rather than via MAPPA 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 MAPPA 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.

MAPPA

Annual Report 2009/10

Sussex Multi-Agency Public Protection Arrangements

Key Sussex MAPPA Responsible Authority contacts

Partner	Key contact	Address	Contact details
Sussex Police	Jane Rhodes Detective Superintendent	Sussex House Crowhurst Road Brighton BN1 8AF	0845 60 70 999 jane.rhodes@sussex.pnn.police.uk
Surrey & Sussex Probation Trust	Andrea Saunders Director of Public Protection, Surrey	185 Dyke Road Hove BN3 1TL	01273 227979 andrea.saunders@sspt.probation.gsi.gov.uk
	Mark Bamford MAPPA Coordinator		01273 227979 mark.bamford@sspt.probation.gsi.gov.uk
HM Prison Service	Robin Eldridge Sharon Herring	HMP Lewes HMP Ford	01273 785100 01903 663000