

Norfolk Multi Agency Public Protection Arrangements

Annual Report 2008

(MAPPA)

MAPPA

Protection
Through
Partnership



Working Together To Protect The Public

Introduction

Multi-agency public protection arrangements (MAPPA) have been in place in Norfolk since 2001. The police, probation and prison services are the Responsible Authorities who jointly ensure that MAPPA is delivered to the highest professional standards. Many other agencies such as children's services, housing and health are regularly involved in discussions about the management of particular individuals. Voluntary Sector agencies also actively participate. Every participating agency in Norfolk recognises the importance of working together to protect both the public and victims from offenders who have the potential for causing serious harm. Most offenders who are subject to MAPPA are made aware that agencies are working very closely together in order to monitor and manage their behaviour.

We are sure that by working in this multi agency way we are all helping to make Norfolk a safer place to live and work



Chief Constable



Chief Probation Officer



HM Prison Service, Area Manager

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 Norfolk into what is known as the MAPPA Responsible Authority.
- A number of other agencies are under a duty to co-operate with the Responsible Authority. These include: Children's Services, Adult Social Services, Health Trusts and Authorities, Youth Offending Teams, local housing authorities and certain registered social landlords, Jobcentre Plus and electronic monitoring providers.

The purposes of MAPPA are:

- to ensure more comprehensive risk assessments are completed, taking advantage of co-ordinated information sharing across the agencies; and
- to direct the available resources to best protect the public from serious harm.

How do the 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:

Registered Sexual Offenders (RSOs) (Category 1) - sexual offenders who are required to notify the police of their name, address and other personal details and notify any changes subsequently;

Violent Offenders (Category 2) – 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

Other Dangerous Offenders (Category 3) – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm, there is a link between the offending and the risk posed and they require active multi-agency management.

How are they managed?

There are 3 levels 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

These offenders are subject to the usual management arrangements applied by whichever agency is supervising them. But this does not rule out information sharing between agencies, via ViSOR and other routes.

Level 2 - Active Multi-Agency Management

The risk management plans for these offenders require the active involvement of several agencies via regular multi-agency public protection (MAPP) meetings.

Level 3 - Active Multi-Agency Management

As with level 2, but these cases additionally require the involvement of senior officers to authorise the use of special resources, such as police surveillance or specialised accommodation and/or to provide ongoing senior management oversight.

Case 1

A man was sentenced to a lengthy prison sentence following offences of threats to kill, possession of a prohibited weapon and possession of prohibited ammunition. The offences were against his wife and a neighbour with whom he believed his wife was having an affair. He remained extremely angry throughout his sentence, had talked of having guns hidden on his land and made vivid threats as to what he would do to his neighbour once released. As a result of his lack of progress in prison, hostility to these people and to Probation staff attempting to work with him prior to release, he was refused Parole. It was known that he ruminates, was obsessive and had made threats to Police that he would torture and kill his neighbour a number of years after he was released. He was likely to be uncooperative with arrangements following release and it was considered that his former wife and children as well as his neighbour would be at risk.

As a result, plans were drawn up for residence at Approved Premises outside the County and a wide range of other protective measures were drawn up. At the present time he resides at Approved Premises away from this County, where he is being closely monitored.

ViSOR

ViSOR is a database holding details of sexual and violent offenders and other dangerous persons. In 2008, for the first time, the three MAPPA Responsible Authority agencies - Police, Prison and Probation - will be 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.

ViSOR has been an essential tool for the MAPPA team for the past three years and is used by all MAPPA staff. With the recent implementation of ViSOR within the Probation Service, the MAPPA team and Police ViSOR lead have contributed to the ViSOR implementation group arranged by Norfolk Probation Area.

Case 2

A man was referred to MAPPA prior to his likely release from a custodial sentence for a serious offence of Arson in which approximately £1m worth of damage was caused. He has a range of previous convictions (27 offences in 3 years), the most serious of which include possession of an imitation firearm, assaults and possession of weapons. His record also includes many breaches of court orders. Other behaviours recorded included deliberate harm to animals and attempted drowning of his brother. Risk factors were assessed as self harm, violence, being sexually responsive to violence, alcohol and drug misuse, possession of weapons and carrying out revenge attacks, arson committed during this prison sentence, associations with sex offenders.

He would be potentially homeless on release due to the incidents of arson and other high risk behaviour. There was also lack of clarity as to his mental health state, as to whether he had a recognisable and treatable mental illness or a personality disorder.

Placement at a specialist facility for critical public protection cases was investigated as were options relating to his mental health assessment. It was concluded that the time limited placement availability of the former could not sustain ongoing treatment, if such could be arranged. A Consultant Forensic Psychiatrist noted the excitement and pleasure the offender gains from violence and fire and considered that a specialist unit for those with a personality disorder was desirable on release. A referral was made to a specialist personality disorder unit, but at a subsequent MAPPP it was learned that the application for funding had been refused and that there were other complications. Due to lack of progress with regard to a specialist placement for those with personality disorders, contingency plans for community release were drawn up. However, after six meetings over a four month period, agreement was finally reached that he would be transferred from prison to a secure forensic psychiatric hospital for further assessment as to longer term management.

Without the willing cooperation of agencies in the MAPPA, it is highly probable that this man would have been released at the end of his prison sentence, with no, or unsuitable accommodation and the considerations identified as risk factors above being likely to contribute to a rapid breakdown in arrangements for the protection of the public.

Key Achievements 2007/2008

Timeliness standards for Norfolk MAPPA have been agreed and implemented, providing a maximum timeframe for the unit to deal with referrals, arrange MAPP meetings and issue completed sets of Minutes to Agencies.

The Norfolk Probation Area has formally adopted regular arrangements for the review of Level 1 cases and utilises an adapted MAPPP minutes template.

As outlined in the Norfolk MAPPA Business Plan for the period, a further full time administrative post has been established within the unit, bringing the total number of staff within the Norfolk MAPPA Unit to four.

We have established a Responsible Authority Partnership (RAP) with responsibility for focussing on operational issues, which enables the full MAPPA SMB to concentrate its efforts on strategic issues relating to the MAPPA.

Following the introduction of the new MAPPA Guidance, Norfolk MAPPA has provided training for Duty to Cooperate Agencies and arranged for the guidance to be accessible within the Local Safeguarding Children Board, Probation Service and Police websites and intranet, as well as publicising access via the National Probation Service website.

A Quality Assurance Group now exists within Norfolk, reporting to the SMB. This group, comprising representatives from the Probation Service, Norfolk Constabulary, LSCB Independent Chair, Lay Advisors and the Deputy MAPPP Manager, meets quarterly. The QA Group is tasked with sampling MAPPP cases across the County and examines these cases using guidelines agreed with the SMB. The group reports to the SMB, including any identified areas for improvement.

The SMB also commissions and provides terms of reference to the QA Group to undertake reviews of cases where there has been a subsequent development that gives cause for concern, for example in the case of a suicide and in the case of the commission of a sexual offence soon after release from a custodial sentence.

A Policy and Procedures Group has been established, comprising senior representatives from the Probation Service, Police, Prisons, a Lay Advisor and the MAPPA Manager with the aim of ensuring that Norfolk MAPPA develops appropriate policies and procedures arising from changing legislation.

A specialist support service for offenders who are assessed as presenting a high risk of harm to others and who are subject to MAPPA at level 2 or level 3 has been established. Recommendations for referral come from within the MAPPP, with the Probation Service undertaking the referral.

The Norfolk Offender Accommodation Forum writes:

“As well as determining the actions needed to manage high risk offenders, the MAPPA process in Norfolk recognises the vital role suitable and settled accommodation and housing-related support plays in both reducing risk from, and providing resettlement and rehabilitation services to this client group. The lead agencies also recognise the pressures on housing providers across the county, including the particular difficulties in accommodating high risk offenders.

NOAF welcomes the MAPPA team's improved involvement of housing and support agencies in their work, and will continue to provide support wherever possible, including the development of a MAPPA Housing Protocol for the county.”

Key Objectives 2008/2009

Key objectives for the year 2008/2009 include:

- To develop and implement an action plan relating to the new MAPPA Guidance.
- The development of Norfolk SMB to include all Duty to Cooperate Agencies and to engage with those agencies who are invited but whose attendance is limited.
- To review and issue the documents, Duty to Cooperate and Memorandum of Understanding.
- To influence the MARAC Steering Group and ensure clear arrangements exist regarding the interface between MAPPA and MARAC.
- To investigate and implement improved integration of the MAPPA function into the ViSOR database.
- To develop a mechanism for collecting data and reporting on Key Performance Indicators.
- To contribute to inspections within Norfolk Probation Area relating to the implementation of MAPPA action plans within Probation Service sentence plans.
- To develop a communication strategy in collaboration with Norfolk Criminal Justice Board.
- To provide on-going MAPPA training to Duty to Cooperate Agencies.

SMB Member Agencies

The Norfolk Strategic Management Board comprises the following agencies:

- Jobcentre Plus
- Serco Limited
- Norwich Primary Care Trust
- Norfolk and Waveney Mental Health Foundation Trust
- Norfolk County Council
- Victim Support
- Broadland District Council
- St Martin's Housing Trust
- Youth Offending Team
- HM Prison, Norwich
- Norfolk Probation Area
- Norfolk Constabulary
- Lay Advisers to MAPPA
- The MAPPA Manager

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.
- The SMB will measure effectiveness against new national MAPPA standards introduced in October 2007 in order to ensure a common standard of effective public protection arrangements and that each of the agencies is playing a full part in MAPPA.

Detective Superintendent Wright from the Public Protection Unit and Chair of the SMB writes:

“ Norfolk Constabulary and Key Partner Agencies have the very difficult and challenging task of managing the risk posed by violent and sexual offenders within the community, who fall within the MAPPP framework.

The protection of the general public is of paramount concern.

The last year has again been very successful for Norfolk MAPPP. The now well established multi-agency structures have worked well to protect the public of Norfolk.

During this period, Norfolk MAPPP have managed a large number of very demanding, sensitive and difficult cases.

The MAPPP Arrangements continue to be the most efficient and effective means of managing these cases.”

Victims of Crime and MAPPA

MAPPA is concerned with assessing and coordinating the management of the risk of harm that an offender is assessed as presenting to others. This will include the consideration of the impact of the offender's behaviour upon actual and potential future victims and the taking of all reasonable steps to prevent future harm to others. These steps can include external controls on the offender such as prohibitions on activities or requirements to reside at Approved Premises, attend programmes etc. Necessarily, such arrangements require a multi-agency approach and can include, for example, housing providers, health services, children's services, hostels, Police and the Probation Service.

The involvement of the Probation Service Victim Liaison Officers in the MAPPP is a crucial link to the protection of existing victims and VLO contributions adds considerably and vitally to the information that a MAPPP considers. In cases of domestic violence, the additional role of the Probation Service Women's Safety Officer and the Police Domestic Violence Advocacy Worker aids the focus on safety planning, the prevention of future harm and the implementation of a range of protective measures. Sadly, in some cases, even with a history of domestic violence, the victim will re-unite with the perpetrator and withdraw from cooperation. In such circumstances the risk of re-victimisation is high, with limited opportunity for protection.

Case 3

A young man, aged 15 at the time of the offence, was sentenced to 3 years custody for assault on a female (aged 6) by penetration. Additionally, he was disqualified from working with children for life and placed on the sex offender register for life. He has a number of non-sexual previous convictions. He and his family's attitude to the offence has been one of denial and minimisation, of blaming the victim and of open hostility to staff charged with the supervision of the offender following release. While he was in custody, the victim and her family were harassed by the offender's family, resulting in the victim suffering more trauma and ultimately, the family moving well away from the area. There have been concerns that the offender may have learning difficulties and there was a diagnosis that he was experiencing auditory hallucinations while in custody. Following release, he has recently been referred to Child and Adolescent Psychiatry Services and to Learning Disability Services.

It had been hoped that he would go to a specialist residential unit for young sex offenders on release, it having been agreed that his home address was unsuitable due to his family's attitude. The residential service declined to accept him due to his volatile nature and the mix of current residents. Reluctantly it was accepted he would return home on release with extensive licence conditions designed to protect others. He would also be subject to Electronic Monitoring and the Intensive Supervision and Surveillance Programme managed by the Youth Offending Team, as well as visits from the Police Sex Offender Unit. Lone visiting by Police and other staff is not to take place, following a member of an agency's staff being locked in the house and the family's large dogs being released.

Children's Services were tasked with identifying members of the young man's wider family, disclosing his conviction, if they were not already aware, and assessing the family's ability to protect their own children from the risks that he poses. As a result of these enquiries, a number of Child Protection Conferences have taken place due to the attitude of the families towards the protection of their own children.

At present, agency involvement with the family includes Child Protection Services (County Council and Police), Youth Offending Team, Police Sex Offender Unit and medical services (GP and Specialist). The MAPPP was instrumental in ensuring a "joined up" approach to the management of the risk of harm posed by this young man, and will continue with regular reviews.

Lay Advisers

What do the Lay Advisers do?

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.

In Norfolk, Lay Advisers attend and monitor a number of level 2 and level 3 MAPPPs, sit on the Strategic Management Board, Responsible Authority Partnership, are involved in the Quality Assurance programme and the Policy and Procedures sub-group of the SMB.

“ **One Lay Adviser writes** that she is “looking forward to the opportunity to further develop quality standards. This will be my fourth year as a Lay Member of Norfolk MAPPA’s Strategic Management Board and each year I feel that my understanding and knowledge base has grown. I am confident with the ongoing support from the MAPPA Team I will continue to contribute this lay perspective to the MAPPA.” ”

“ **Our second Lay Adviser writes** “My most significant work this year was to attend as an observer some of the meetings that decided the management plans for offenders in our community. These decide not only the constraints to be placed on offenders, but also actions to protect those that might be at risk as a result of the offender’s arrival in the community. These meetings were efficient, they started on time, and the persons attending had a good command of the issues from the standpoint of their own agencies. All agencies involved were represented and the chairmanship was efficient and purposeful. In short, they were very professional. My observations led to some minor changes to procedure, mainly to emphasise the utmost care that needs to be taken to ensure that all those at risk are identified, especially the children.” ”



The Forum, Norwich Picture kindly supplied by www.TourNorfolk.co.uk

Statistics for Norfolk MAPPA for the period 1st April 2007 – 31st March 2008

Number of MAPPA eligible offenders

- Registered Sexual Offenders: 545
- Violent Offenders: 211
- Other Dangerous Offenders: 19
- Total: 775

Offenders managed via MAPP meetings - Level 2

- Registered Sexual Offenders: 43
- Violent Offenders: 26
- Other Dangerous Offenders: 18
- Total: 87

Offenders managed via MAPP meetings - Level 3

- Registered Sexual Offenders: 9
- Other Dangerous Offenders: 1
- Total: 10

Enforcement for offenders managed via MAPP meetings

Returned to custody for breach of licence

- Level 2: 9
- Level 3: 1
- Total: 10

Sent to custody for breach of Sexual Offences Prevention Order (SOP0)

- Level 2: 1
- Level 3: 0
- Total: 1

Serious Further Offences involving offenders managed via MAPP meetings

Charged with a serious further offence

- Level 2: 0
- Level 3: 0
- Total: 0

Of those charged during the year (Level 2 and 3 combined):

- Convicted of a serious further offence: 0
- Other outcome: 0
- Remain charged with serious further offence: 0

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Further data on Registered Sexual Offenders

Registered Sexual Offenders in:

- BCU 1: 172
- BCU 2: 127
- BCU 3: 246

Total number of registered sexual offenders in [Area] per 100,000 head of Population

- 68

Registered Sexual Offenders cautioned or convicted for breach

- 16

Sexual Offences Prevention Orders

- Applied for: 36
- Interim Order issued: 0
- Full Order issued: 36

Notification Orders

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

Foreign Travel Orders

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

Comment on Statistics

The total number of Registered Sex Offenders residing in Norfolk is very similar to last year, but with some slight variation in their location. Cautions/convictions for Breach of a registration requirement increased slightly on last year. The number of Sexual Offences Prevention Orders successfully obtained increased considerably from 24 last year, to 36 this year, largely due to increased conviction rates and improved cooperation between the Crown Prosecution Service and the Police Public Protection Unit.

Despite an overall increase in the number of offenders falling within category 2 and 3 of MAPPA, the actual numbers of these cases managed under the MAPPA at level 2 and level 3 fell this year. This change reflects improved screening of referrals to the MAPPA and willingness by agencies at MAPPPs to accept that when it is considered safe and appropriate to do so, the MAPPA management level of cases will be reduced.

Explanation/Commentary

The data on RSO numbers reflect the picture on 31 March 2008; ie a snapshot. The rest of the data covers the period 1 April 2007 and 31 March 2008.

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 (87% this year) 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 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.

Serious further offence (SFO) - any sexual or violent offence which carries a maximum penalty of 14 years' imprisonment or more. For the first time this year we are reporting not only the number of actively MAPPA managed offenders so charged but also on the outcome of the case. Other outcome means that the case has been dealt with by 31 March 2008 but that the offender was not convicted of an SFO; eg the offender was acquitted or the case was not proceeded with, or s/he was convicted of a lesser offence.

Sexual Offences Prevention Order (SOP0) - a court may make a SOP0 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 SOP0 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.

Contact details

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Norfolk Probation Area

Centenary House
Palace Street
Norwich NR3 1RT
Telephone 01603 724000

HM Prison Norwich

Knox Road
Norwich NR1 4LU
Telephone 01603 708600

HM Prison Wayland

Griston
Thetford IP25 6RL
Telephone 01953 804100

Youth Offending Team

Head Office, Norwich
Telephone 01603 223617

Local Authority Housing Services:

Broadland District Council

Telephone 01603 431133

Breckland District Council

Telephone 01362 656870

South Norfolk Council

Telephone 01508 533633

North Norfolk District Council

Telephone 01263 513811

King's Lynn & West Norfolk Borough Council

Telephone 01553 616200

Great Yarmouth Borough Council

01493 856100

Norwich City Council

0844 980 3333

Norfolk County Council

Adult & Children Services

Telephone 01603 800 8014

NHS Psychiatric services:

Norvic Clinic, Norwich

Telephone 01603 439614

Northgate Hospital, Great Yarmouth

Telephone 01493 337652

Queen Elizabeth Hospital

Fermoy Unit, King's Lynn
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Hellesdon Hospital, Norwich

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Community Mental Health Services:

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80 St Stephen's Road, Norwich
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