

Northumbria Area

Multi Agency Public Protection Arrangements
(MAPPA)

Annual Report 2004-2005

CASE STUDY 1: ...Tom

Category 1 - Violent Offender

Situation

Tom, a 33 year old man currently serving a prison sentence for offence of violence. During the prison sentence, the supervising officer became aware that Tom was a perpetrator of physical domestic abuse of his partner. There was also concern regarding the mental health of this man who described severe anxiety and panic attacks leading to an obsessional attitude towards his partner. Prior to Tom being released on licence, a risk assessment (OASys) was completed which identified Tom as posing a high risk of serious harm to his current partner and her children. The supervising probation officer subsequently referred the case for higher risk management following Tom's release on licence.

Action

A series of level 2 risk management meetings were convened to explore the risks in this case and to devise a risk management plan. Agencies invited to the meetings included local authority social services department, the prison service, Victim Support, the police public protection unit and mental health services representatives from both the prison and the community.

A risk management strategy was devised to take effect prior to Tom's release on licence. Additional conditions were agreed to be included in his licence prior to release to safeguard any current or future partners he became involved with. It was agreed that Tom's name would be flagged on the police system to ensure any incidents attended by the police were reported to probation. The local authority social worker and the domestic violence police officer were tasked to visit Tom's partner and assess any ongoing domestic abuse or child protection issues. Mental health services, prison and community were required to liaise to ensure that Tom's mental health needs were monitored and addressed following his release into the community.

Outcome

The above action plan was accompanied by timescales and the names of identified individuals within each agency to take the actions forward. Tom is currently subject to post-release licence supervision and is engaging with mental health services. Child protection and domestic abuse is being monitored by the police and social services departments and to date there is nothing to indicate that Tom has made contact with his ex-partner.

Foreword

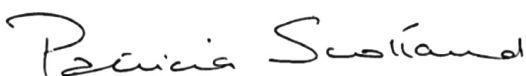
The work being undertaken to improve the safety of communities through the Multi-Agency Public Protection Arrangements (MAPPA) is vitally important and a priority for government. The annual reports for 2004/5 provide evidence of that active engagement. Violence and sexual abuse are unacceptable wherever they occur and it is evident that through MAPPA such offenders are identified and better managed than ever before. As the number of offenders within MAPPA continues to grow as expected there is clear evidence that the Responsible Authority, that is the local police, probation and the Prison Service, is addressing these additional demands by strengthening local partnerships, using new statutory powers to restrict the behaviour of offenders, returning offenders to custody where they breach their licence or order, and using the findings of research and inspection to strengthen national guidance and local practice.

Although it is never possible completely to eliminate the risk posed by dangerous offenders, MAPPA is helping to ensure that fewer people are re-victimised.

The active implementation of the Criminal Justice Act (2003) during the last year has clearly enhanced the ability of a number of agencies including health, social services and housing to work collaboratively with the Responsible Authority in assessing and managing those sexual and violent offenders in our communities who pose the highest risk of serious harm. For the continued success of MAPPA this collaboration together with the scrutiny of policy and practice must become the hallmark of these arrangements. Similarly MAPPA must integrate with other public protection mechanisms dealing with child abuse, domestic abuse and racial abuse.

For me one of the most exciting developments in this arena in the last 12 months has been the appointment of lay advisers to assist the Responsible Authority in the oversight of the arrangements. As ordinary members of the public these lay advisers represent a diverse, able and committed group of people who are now helping the statutory agencies to oversee the work being undertaken through MAPPA and communicate with the public more effectively. Without a growing sense of public knowledge and confidence about this work much of the benefits of the public protection arrangements will be lost.

I hope this annual report will be useful, informative and re-assuring to local communities. The agencies and individuals who have contributed to the achievement of MAPPA locally are to be commended.



Baroness Scotland

Minister of State for Criminal Justice and Offender Management

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Introduction...

As the responsible authority for the Multi Agency Public Protection Arrangements in Northumbria, we are pleased to introduce the fourth annual MAPPA Report.

MAPPA arrangements in Northumbria are now well established and each year further progress is made in strengthening procedures to protect the public from the most high risk offenders.

In this report you will read about significant achievements over the past 12 months, as well as an outline of how MAPPA works in Northumbria. Within this detail, highlights include the introduction of the multi agency MAPPA unit at police headquarters (staffed by police and probation) which has facilitated a much more focused approach than was previously possible; the introduction of police public protection units in each area command, which provide a more cohesive stance on protecting the most vulnerable members of society and the introduction of lay advisors (members of the public) to the Strategic Management Board, bringing a valuable public perspective to discussions.

Under the Criminal Justice Act all agencies have a responsibility to co-operate with MAPPA. In Northumbria, this has been a formalisation of the good working relationships which were already in place. The majority of agencies now have lead members of staff for MAPPA who have highly developed skills and appreciation of the issues. This important commitment has greatly assisted the excellent progress which has been made in Northumbria.

The MAPPA unit will be further resourced in the next 12 months, with the introduction of three additional posts. These additional members to the team will hold specialist briefs for specific aspects of public protection, thus ensuring that each area is explored in full.

As well as an explanation of the public protection arrangements, this report also contains statistical information on the number of offenders managed through MAPPA in Northumbria. Inevitably, these numbers will continue to increase year on year, due to the length of time for which offenders are managed in this way. This is one of the strengths of MAPPA, demonstrating the extent of protection we are able to provide for the public with regard to high risk offenders. This year, there have also been some changes to the way in which the data is represented and the level of risk posed by the offenders included in the statistics, so do take the time to read the explanation of the figure included in section 8.

We hope you will find this report a useful guide to understanding how multi-agency public protection arrangements operate within Northumbria.



Elizabeth Derrington
Chair
Northumbria Probation Board



Mike Craik
Chief Constable
Northumbria Police



Niall Clifford
NE Area Manager
North East Prison Service

Key Achievements

...within Northumbria

The Criminal Justice Act 2003 has had a major impact upon the development of the MAPPA. In particular the inclusion of the Prison Service within the Responsible Authority, the duty to co-operate with MAPPA placed upon specified agencies and the requirement for each Area to include two lay advisors on the Strategic Management Board has had significant strategic and operational impact. Over the past 12 months we have embraced these statutory requirements, which now form part of our established multi-agency procedures.

3a: Strategic Management Board

A principal achievement in 2003 was the establishment of the Northumbria Strategic Management Board (SMB) with the inclusion of appropriate representation from those agencies identified as having a role to play in multi-agency public protection. With the implementation of the Criminal Justice Act 2003 in April 2004 and its extension of the statutory duty for specified agencies to co-operate with the MAPPA, Northumbria has broadened its SMB representation and now includes representatives from all the **"duty to co-operate"** agencies. Further information is contained in Section Six of this report regarding which agencies are represented.

Having established a full Board, the emphasis has been on the development of a *memorandum of understanding* with the duty to co-operate agencies. The memorandum is currently out in draft form for comment and is expected to be in place by 1 September 2005 at the latest.

In addition to the inclusion of agencies identified within the legislation as having a duty to co-operate with MAPPA, the Criminal Justice Act 2003 requires the Home Secretary to appoint two lay advisors to each police/probation area to assist with the review of the MAPPA. The lay advisors are appointed to assist in the MAPPA review functions not the operational decision making. In Northumbria we

have appointed one lay advisor who has now attended two Strategic Management Board meetings and we will proceed to recruit a second during the coming year.

3b: Prison Service within Responsible Authority

The Criminal Justice Act 2003 extends the Responsible Authority in each police/probation area to include the prison service. This change has been introduced because of the important public protection role the prison service performs by keeping offenders in custody; by helping them to address the causes of their offending behaviour and by undertaking other work to assist in their successful resettlement.

The focus of the MAPPA remains the management of risks posed by offenders **in the community**. Police and probation will, therefore, continue to play the larger role in the MAPPA because they are principally concerned with offenders in the community and the prison service with offenders in custody. In Northumbria the prison service area manager sits on the Strategic Management Board whilst a local prison governor attends the MAPPA steering group meetings, providing a link between the operational and strategic elements of the MAPPA.

Note: Further detailed information on the role of the prison service within MAPPA is included as Appendix 1.

3c: Public Protection Units

During the past year Northumbria Police and Probation Services have responded to the challenges of prioritising public protection by restructuring and allocating additional resources to the work.

Northumbria Police has established public protection units (PPUs) in each of the 6 area commands ensuring that this area of work lies at the heart of crime management. The units came into force on 1 November 2004. The PPU's include police officers with dedicated roles in regard to MAPPAs, child protection and domestic violence. At police headquarters there is a joint police/probation public protection unit which mirrors the functions outlined in the area command PPU's, but also includes the probation strategic personnel with responsibility for MAPPAs. The MAPPAs unit within the headquarters PPU is staffed by:

Public Protection Manager

Northumbria Probation

Detective Sergeant

Northumbria Police

Two Detective Constables

Northumbria Police

Sex Offender Registrar

Northumbria Police

Administrative Support

Northumbria Probation

Having the MAPPAs unit located within the public protection unit at police headquarters enables the close links with risk management processes within child protection and domestic violence to be established and maintained.

During the coming year, Northumbria Probation Area will increase its resources to the MAPPAs unit to reflect the high priority given by the organisation to public protection work.

3d: Violent and Sex Offender Register (ViSOR)

The Violent and Sex Offender Register (ViSOR) is a national database used to manage the four categories of violent and sexual offenders and is also used to manage potentially dangerous persons. The four categories include registerable sex offenders, non-registerable sex offenders, violent offenders, dangerous offenders and potentially dangerous persons ie those who have not been convicted of an offence but are considered to represent a potential risk of serious harm to the public.

ViSOR has been introduced into all police areas in England, Wales, Scotland and Northern Ireland and will, in the future, be available to the National Probation Service and Prison Service. Northumbria Police have had access to ViSOR since March 2004 and have begun inputting data into the system on all relevant offenders. Indeed, because Northumbria have a joint police/probation MAPPAs unit, probation staff within the unit will also soon have access to ViSOR, thereby enhancing even further Northumbria's joined up approach to risk management.

In order to manage sexual and violent offenders effectively, public protection risk management officers must have detailed knowledge of the offender's relevant offending history and have access to as much information as possible relating to that person's current lifestyle. This will include personal details, statutory supervision details, sex offender registration details, victim details and so on. ViSOR will provide officers with a personal profile of each offender and as more facts and intelligence are gathered through researching offenders' backgrounds, during interview and whilst visiting them at their homes, the profile will gradually become more comprehensive.

In the past, police areas occasionally experienced difficulty in ensuring that all relevant information held by one area is transferred to another area when an offender moves address. Each offender will now only have one ViSOR record and if the offender does move to another area, then the ViSOR record will be transferred with him/her. The sharing of information held on offenders is, therefore, made extremely easy with the ViSOR system.

The information held on ViSOR will be used by police in the investigation of crime. For example, if a series of offences has been reported and specific details are known about the offender, then detectives will be able to search ViSOR in order to identify potential suspects. The depth of information held on the system also means that ViSOR will be used when police and probation are assessing the risk an offender presents to the public.

3e: Joint National Protocol – Police, Probation and Prison Service

The close working relationship between Northumbria police and probation services is demonstrated most clearly as a result of legislation introduced by the Criminal Justice Act in regard to the supervision, revocation and recall of prisoners released from prison on licence. A joint national protocol between police, probation and the prison service has required Northumbria police and probation services to establish systems for recalling offenders to prison within significantly reduced timescales, if the offender's behaviour in the community is giving cause for concern. A standard recall can now be dealt with within 24 hours (previously this would take up to one week) and for high risk cases an emergency recall can be implemented within two hours. The offender can be released into the community on licence again if the parole board considers that the risk can be managed in the community.

Northumbria Police and Probation Services were able to quickly establish the systems necessary to support these arrangements and ensure that the flow of information required was relayed through the correct channels. To this end Northumbria Police have appointed a police officer to be the **Single Point of Contact (SPOC)** for this system. Once the decision has been made to revoke an offender's licence, the SPOC must take immediate action to ensure that early efforts are made to arrest and return the offender to prison.

This system, which is now operational in Northumbria, owes much to the excellent working relationship already in existence between Northumbria Police and Probation Services.

CASE STUDY 2:

...Bob

Category 1

Registered Sex Offender - Child Protection

Situation

Bob, a 50 year old man, with a sexual offending history dating back to 1978 for offences against young boys. Released from prison having served a 9 year sentence and subject to probation supervision on licence and required to register with police in accordance with sex offender registration requirements. Bob was accommodated in approved premises (probation hostel) upon release. A level 3 MAPPP was convened.

Action

The MAPPP for this offender included probation, police, prison, health (Department of Forensic Psychiatry, local authority (housing) and social services and a risk management plan was drawn up which included:

- Licence conditions to ensure previous victims were protected by means of an exclusion zone and Bob not being allowed to contact them.
- Victim liaison to support the victim and family.
- Addressing offending behaviour via attendance on a sex offender treatment programme which included voluntary polygraph testing, which complements management plan/issues.
- Disclosure to a woman with whom he formed a relationship.

Outcome

Following a successful period of 12 months supervision and residence at the hostel, local authority housing was provided for Bob where he remains to date. He is closely monitored by police and probation.

How the MAPPA operate

...within Northumbria

The Multi-Agency Public Protection Arrangements (MAPPA), by definition, include all the arrangements required under the Criminal Justice and Court Services Act 2000 to assess and manage the risks posed by “relevant” sexual and violent offenders. Therefore, MAPPA in Northumbria is designed to ensure that all relevant offenders who are covered by the legislation are systematically identified and included in the arrangements.

4a: Criteria for Inclusion

Certain sexual and violent offenders are automatically included in MAPPA by virtue of their sex offender registration (category 1) or their length of custodial sentence (category 2). These offenders are identified by police and probation staff who have responsibility for monitoring their behaviour either through sex offender registration (police) or post-release licence supervision (probation).

Other offenders are identified through their previous offending behaviour and are subsequently assessed because of their current behaviour. This third category (category 3) can be identified and referred into MAPPA by any agency and provide the most significant challenge to ensuring their inclusion.

Systems have been established in Northumbria to facilitate these referrals and awareness raising across the Northumbria area has taken place to enable agencies to engage effectively with the process. The process is illustrated in appendix 2, and explained in detail here.

4b: Levels of Risk Management

Having identified “relevant offenders” as outlined in the Criminal Justice and Court Services Act 2000, the next step for MAPPA is the decision making regarding the level of risk management required for every relevant offender referred into the arrangements. This decision is made in Northumbria by probation assistant chief officers (ACO) who receive referrals and co-ordinate risk management procedures. Contact details for ACOs are included at the end of this report.

The decision taken relies upon approved risk assessment tools and professional judgement regarding the level of risk management required for each offender. Public safety is the particular focus of this decision-making process and the term public is used to include children at risk and victims of domestic violence.

Level 1 - Ordinary Risk Management

Many “**relevant**” offenders within MAPPA can be managed at level 1. This involves the monitoring of offenders by police and probation services under sex offender registration requirements and/or post-release licence which may have several additional conditions included in order to protect previous victims and any future potential victims.

A total of 940 offenders were managed by the MAPPA at Level 1 during 2004-5.

Level 2 - Inter-Agency Risk Management

When level 1 ordinary risk management is considered insufficient to manage the risk, level 2 or 3 risk management is introduced. This is required where there is a need to involve other agencies in the management of the risk posed by a particular offender. Offenders managed at this level may require the involvement of the social services department, the housing authority, the local victim agency, mental health services or other agencies in addition to police and probation services in order to manage the risk posed.

During 2004-5 a total of 228 offenders were managed by MAPPA at level 2.

Level 3 - The Multi-Agency Public Protection Panel (MAPPP)

Level 3 is intended for the **“critical few”** offenders who pose the highest risk or where the management of their risk is very complex requiring multi-agency representation on the panel at the highest level. The agencies previously mentioned would be involved, but their representatives would need to have sufficient seniority within their agency to be able to make decisions on behalf of their organisation and allocate resources to manage the risk where necessary.

The MAPPA managed 38 offenders at level 3 during 2004-5.

The Multi-Agency Public Protection Arrangements, therefore, are comprehensive in terms of both category of offender and level of risk management. They include a range of interventions and actions in order to manage risk and are underpinned by responsibility to victims and the enhancement of public safety.

4c: Assessing the Risk

Crucial to the identification of offenders referred to MAPPA are the features of the individual case. The type of offence and the resultant sentence assist in the identification of relevant offenders who are covered by MAPPA. In addition to this, the application of robust risk assessments distinguish which level of MAPPA is the most appropriate for the management of these relevant sexual, violent and other dangerous offenders.

Structured, well researched risk assessment tools are used by probation, police and youth offending teams (YOTs) to assess risk in terms of who is at risk and the level of risk posed to those individuals by the offender. The National Probation Service and Prison Service use the same risk assessment tool, the Offender Assessment System (OASys). Risk assessments in regard to young offenders (under 18s) are completed by the YOTs, using an assessment tool called ASSET. Both tools ensure a consistency of approach and enhance the flow of communication resulting in greater accuracy in assessment. Northumbria Probation Area has been using this assessment tool since October 2001 and the YOTs

have been using ASSET since April 2000. Both are able to identify dynamic risk factors, which will vary, together with the static, actuarial risk factors, such as those derived from past behaviour. They complement the assessment mechanism used by the police to identify serious sexual and violent offenders.

Critical to rigorous risk assessment is the collation and sharing of all relevant information. This sharing of information takes place within MAPPA and leads to informed decision making about the management of the risk. The risk assessment is not a one-off activity and must be regularly reviewed and monitored to ensure that any variation in the offender’s risk status is reflected in the risk management plan.

4d: Managing the Risk

For offenders subject to statutory supervision, which can include **community orders** or **post release licence**, there are National Standards to which the offender must comply, plus the opportunity to impose restrictive conditions which are all rigorously enforced. A post-release licence may contain a variety of conditions tailored to manage the risk posed by that individual offender. An example of conditions often applied might be:

- Requirement to live at a particular address e.g. approved premises and to observe a curfew enforced with an electronic tag.
- Prohibition on entering certain localities
- Prohibition on making contact with certain individuals or groups of people - and particularly victims
- Restrictions on the type of employment they may have

Failure to keep any of the conditions set will result in the probation service taking enforcement action and could result in the offender being returned to custody.

The National Probation Service together with voluntary organisations manages Home Office Approved Premises (formerly probation and bail hostels). These premises provide enhanced supervision of offenders and bailees in order to protect the public and reduce risk. Within the Northumbria area there are four approved premises which can provide the additional level of monitoring and supervision required for offenders who are subject to MAPPA. Offenders can be instructed to reside in approved premises through conditions imposed in community orders and post-release licences.

In exceptional circumstances cases can be referred to the National Probation Service's Public Protection and Courts Unit which can provide a national perspective and enlist the support of police and probation in other parts of the country. It can also provide additional short-term resources where these are deemed necessary.

4e: Sex Offender Legislation

The year 2003 saw a complete change in sex offender legislation resulting in an updated set of offences more relevant to today's society. The Sexual Offences Act 2003 which came into force on 1 May 2004 created new offences, such as grooming, an offence which was welcomed by the police and probation services alike, as it enables potential risk to be dealt with more easily and at an earlier stage.

Besides updating the list of sexual offences, the Sexual Offences Act 2003 also reformed the Sex Offender Registration legislation. It imposed more stringent requirements on sex offenders, including the requirement to notify Police of any change of name or home address within three days, to provide their National Insurance number and a requirement to notify the Police of their details every 12 months, even if there are no changes to those details.

The sex offender registrar in the MAPPA unit at police headquarters monitors all offenders who have a requirement to register and Northumbria Police always deal robustly with those offenders who fail to comply with the legislation.

Court Orders Designed to Manage Risk

In addition to statutory supervision and the imposition of conditions, it may be necessary for the courts to impose orders which contain prohibitions to restrict the activities of certain sexual offenders.

The Criminal Justice and Court Services Act 2000, together with the Criminal Justice Act 2003 and the Sexual Offences Act 2003, has extended the power of courts to impose these orders upon sexual offenders who pose the highest risk to the public.

Sexual Offences Prevention Orders (SOPO)

This order can be imposed at conviction or upon application by the police under civil proceedings. The SOPO can be imposed at both magistrates courts and crown courts.

The SOPO will be designed to include prohibitions tailored to manage that individual offender's risk and will, therefore, be exclusive to that offender. Prohibitions included in a SOPO could be intended to prevent an offender entering school playgrounds, visiting swimming baths etc. Breach of a SOPO is punishable by a maximum penalty of five years imprisonment.

In addition to the SOPO there are other orders which can be obtained upon application by the police in regard to sexual offenders. These are risk of sexual harm orders, notification orders and foreign travel orders.

Risk of Sexual Harm Orders (ROSHO)

This is a new civil preventative order containing prohibitions that can be applied for by the police against any person thought to pose a sexual risk to children aged under sixteen years. It is not necessary for the defendant to have a prior conviction for a sexual offence. The court can make an order if it is satisfied that it is necessary for the purpose of protecting children generally or any individual child from the defendant.

Example: BRIAN

Brian is a 35 year old swimming instructor employed at a leisure centre. Within the last six months he was discovered in the male changing rooms showing a group of 11 year old boys adult pornographic magazines. When challenged by a member of staff the boys stated that this had occurred on a weekly basis and Brian used to talk about and ask them about sexual acts. Brian was suspended from work. A week later he was observed in a park, showing a group of young boys and girls adult pornography. When the children were questioned they stated that Brian had asked them which sex acts they would like to perform on each other. The Chief Constable of Northumbria Police applied for a 'Risk of Sexual Harm Order' and an interim order was granted. Whilst waiting for the full hearing, Brian breached the interim ROSHO by showing a group of children indecent images of children he had downloaded from his computer. In addition to the breach of the ROSHO he was charged with possession of indecent images of children and is currently remanded in custody pending proceedings.

Notification Orders (NO)

These orders are intended to protect the public in the UK from the risks posed by sex offenders who have been convicted or cautioned for sexual offences committed overseas. Such offenders may be British citizens or foreign nationals who reside in the UK. A Notification Order requires the offender to register their details with the police as if they had been convicted in the UK. An application for a notification order is made to the magistrates court acting in its civil capacity. A notification order, once imposed, carries the sex offender registration requirements for the offender.

Example: PAUL

Paul, a British national, was resident in New Zealand where he committed an offence of rape and was sentenced to 7 years imprisonment. On completion of his sentence Paul was deported from New Zealand and returned to the UK.

In order to protect the public in the UK from the risks posed by sex offenders who have been convicted of sexual offences committed overseas, the police applied for a notification order (under Sexual Offences Act 2003) requiring Paul to register his details with police as if he had been convicted in the UK.

Police and probation are fully aware of the risks that Paul presents and continue to manage these risks. He has voluntary contact with the probation service and is subject to police management by means of the sex offender registration requirements. (This is an offender who may not previously have come to the notice of probation and police and would not have been required to register as a sex offender.)

Foreign Travel Orders (FTO)

This order is intended to prevent offenders with convictions for sexual offences against children from travelling abroad where there is evidence that they intend to commit sexual offences against children abroad. In these cases the police may apply to a magistrates court for a foreign travel order.

To date Northumbria Police have not needed to apply for a foreign travel order.

Disqualification Orders (DO)

In addition to those orders previously mentioned, the senior courts eg the crown court, the appeal court, a court martial and the courts martial appeal court also have the legislative authority to impose disqualification orders on certain offenders convicted of offences against children. Individuals convicted

of one of a list of specified sexual and violent offences against a child, or supplying Class A drugs to a child, may be eligible for the imposition of a disqualification order.

The Disqualification Order prevents an offender from “working with children”. Examples of working with children extend from babysitting to working as a school teacher and from working in a local authority or social services department to voluntary work at a boys football club. They also include positions whose normal duties include the supervision or management of another individual who works directly with children, for example a member of a school governing body.

These orders **must** be imposed upon adult offenders unless the court is satisfied that it is unlikely the offender will commit any further offences against a child and makes this statement in open court. The order is also available for offenders under the age of 18 years at the discretion of the court. A disqualification order applies for life, although there is an appeal process.

Example: STEVEN

Steven was involved as a youth co-ordinator with a faith-based organisation which involved taking young people (often from vulnerable backgrounds) on weekend residential retreats. Following the retreats he maintained contact with a number of young girls and was subsequently convicted of sexually assaulting them. At the point of conviction, to which he was sentenced to 18 months imprisonment, the court made a disqualification from working with children order. This disqualification order prohibits Steven from any further work, whether voluntary or statutory, which involves children.

Example: CLIVE

Clive was sentenced to 2 years imprisonment for sexual assault on a child under 13 years and meeting a child following sexual grooming. At the point of sentence the court made a disqualification from working with children order. Clive made representation that he would never seek to get a job working with children, therefore, an order was not necessary. However, the judge pointed out that the order, in addition to preventing him from working with children, caring, training, supervising or general contact with children, extended from babysitting, to teaching, youth clubs, social services departments working with children, and therefore, an order would be made for life.

The effect of this recent legislation and the introduction of orders which limit and prohibit the activities and behaviour of offenders who pose a risk of serious harm to the public has been to increase the “external controls” available to the multi-agency risk management of offenders and to strengthen the statutory provision available to enforce these restrictions for the protection of the public.

4f: Accredited Programmes

Whilst Northumbria Probation Area and Northumbria YOTs rigorously enforce National Standards for the supervision of offenders and adherence to conditions within post-release licences, these “external controls” are intended to be supported by the development of “internal controls” through the offender’s completion of nationally accredited offending behaviour programmes. These programmes are intended to develop **offender responsibility** for their own behaviour and to assist the individuals in developing strategies which will reduce the risk of them re-offending. Attendance on these programmes can be imposed as a condition of a community order or a post-release licence and failure to comply will be rigorously enforced.

Northumbria Probation Area runs a national sex offender programme accredited by the Correctional Service Accreditation Panel. This programme has a proven track record for reducing the risk of re-offending. There are also two accredited

programmes addressing problem-solving skills and victim awareness and another two accredited programmes which focus upon substance misuse and drink impaired driving. In addition, Northumbria Probation Area runs a non-accredited programme which addresses the behaviour of domestic violence perpetrators. During the next reporting year a nationally accredited domestic abuse programme will be launched in Northumbria which requires, as a core element, the inter agency risk management of all offenders on the programme.

As the suite of programmes develops, it is intended that an offender within the high risk groups, will have the opportunity to address the complexity of their offending behaviour through attendance on these programmes and thereby internalise strategies which will contribute to the reduction of the risk they pose.

The risk management plans devised to protect the public in regard to offenders who pose a risk of serious harm are dependent upon sound supervision and monitoring arrangements and the imposition of conditions ie in post release licences or court orders and registration requirements. These are the "external controls" which enable the Multi-Agency Public Protection Arrangements to exert influence over the offender's behaviour.

4g: Disclosure

Disclosure is another important tool used to manage the risk posed by dangerous offenders. Whilst every effort is made to reduce the need to disclose information about an offender there are occasions when this must be done in the interests of public protection. Disclosure may be to an individual, an organisation or to the wider public. Each case is considered individually and should disclosure be required then Home Office guidelines are invoked. In addition, the legality and proportionality of disclosure is considered by the Northumbria Police legal department in each case.

Example: HENRY

Henry is a category 1 registered sex offender with a lifetime requirement for registration. Intelligence revealed that Henry was attending a young person's theatre group (children between the ages of 10 to 18 attended) to watch performances in the presence of children and adults. In order that arrangements could be put in place to protect young children from Henry (who is fixated on young boys) a disclosure to the theatre director was considered as part of a risk management plan by the MAPPP. Henry was informed about the decision to disclose as part of the process and immediately stopped attending the theatre. (The behaviour went on to support an application for a SOPO.) The disclosure to the theatre director helped to reinforce child protection arrangements already in place.

Example: NORMAN

Norman is a category 1 registered child sex offender. He began to attend a church service on a Sunday evening which included a children's liturgy. At the conclusion of the service, parishioners, including children took part in a coffee evening. Disclosure to the church child protection representative was considered as part of a risk management strategy by the MAPPP which enabled them to reinforce their child protection arrangements. Norman also decided to attend a more appropriate service which was not attended by children.

Victim Work

Northumbria Probation Area established a specialist victim liaison unit in 1995 to respond to a national standard for probation services to contact the victims of sexual and other violent offenders sentenced to imprisonment of four years or more. Section 69 of the Criminal Justice and Court Services Act 2000 imposed a statutory duty upon the National Probation Service to undertake victim contact work with the victims of sexual and violent offenders sentenced to 12 months or more in custody, thereby substantially increasing the provision for victims.

Northumbria Probation Area offers a comprehensive service to individuals or families who have been affected by this type of crime. The probation worker's role is two-fold; providing the victim with information about the custodial process and obtaining information regarding any concerns they have about the offender's release.

With consent, the victim's concerns are included in a report submitted to the prison and parole board for consultation when the offender is being considered for release. This can have a direct impact on the offender's living arrangements back in the community and can influence the post-release licence conditions.

Where a victim indicates that they would welcome ongoing contact, victim liaison staff will keep in touch during the whole of the offender's sentence. The aim is to keep victims informed of developments, to meet any general support needs or, if necessary, to refer them on to specialist agencies for more in-depth counselling or support.

Northumbria YOTs have victim liaison officers who carry a similar responsibility for the victims of young offenders.

Northumbria Probation Area works closely with Victim Support* who receive referrals in respect of the partners of men who undertake the domestic violence group for perpetrators. Northumbria Police also have specialist staff within the public protection

units who focus upon domestic violence, both in terms of managing the risk from perpetrators of violent behaviour and in offering support to women and families as victims in these cases.

The victim liaison officers (VLO) are now well integrated into MAPPA and attend all relevant meetings. There is good ongoing liaison between the police, probation staff, prison staff and VLOs and appropriate licence conditions, such as no contact or specified exclusion zones, are often included at the victim's request.

Through MAPPA, the VLO can work with the police in establishing safety plans e.g. alarms and security devices for the victim which will improve their security in addition to the restrictions which may be included in the offender's licence. The police also offer support to the victims of sexual and other violent offenders from the point when an offence is reported until the end of the court process.

The representation of victim issues by the VLO within MAPPA ensures that the victim perspective is given a high priority and that the opportunity for re-victimisation is substantially reduced. The specialist knowledge provided by the VLO can also be used to inform the process of protecting potential future victims by their unique contribution to the assessment and management of future risk posed by the offender. This is likely to be particularly relevant in cases where the offender has been involved in an abusive relationship within the family or in other forms of domestic violence.

** Victim Support is the national charity for people affected by crime. It is an independent organisation, offering a free and confidential service, whether or not a crime has been reported. Trained staff and volunteers at local branches offer information and support to victims, witnesses, their families and friends.*

Victim Support provides a witness service based in every criminal court in England and Wales to offer assistance before, during and after trial. You can call the Victim Support line 0845 3030900 for information and details of local services and other organisations.

Strategic Management Board

The Northumbria Strategic Management Board (SMB) was established in November 2003. The SMB comprises senior managers from relevant agencies which now have a "duty to co-operate" with the MAPPA as a result of legislation contained in the Criminal Justice Act (2003).

Membership of the SMB includes the following:

North East Area Manager, HM Prison Service

Customer Relationship Manager, Securicor Justice Services

Sunderland Youth Offending Service Manager, Regional Youth Justice Board

Professor of Forensic Psychiatry, Newcastle, Northumberland and North Tyneside Mental Health Trust

Head of Mental Health, Northumberland & Tyne & Wear Strategic Health Authority

Head of Services, Regeneration Housing, North Tyneside

Head of Adult Services, Sunderland Social Services Department

Head of Property and Housing, Berwick upon Tweed Borough Council

Area Director, Victim Support Services

Detective Superintendent, Crime Management (Child Protection), Northumbria Police

Detective Sergeant, MAPPA Unit, Northumbria Police

Director of Operations, Northumbria Probation Area

Public Protection Area Manager, Northumbria Probation Area

ACC Operational Policing Support, Northumbria Police

Professor of Psychiatry, Northgate and Prudhoe NHS Trust

Lay Advisor

Assistant Head of Service, Inclusion and Achievement (AEN) Local Education Authority

Investigation and Referral Support Co-ordinator (Child Protection), DfES

Chief Executive, Byker Bridge Housing

Northumbria Deputy District Manager, Job Centre Plus

We are delighted now to include our Lay Advisor on the Board and appreciate the community perspective this brings to the business agenda. In the coming year, Northumbria will seek to recruit a second Lay Advisor in line with legislative requirements.

6a: SMB Responsibilities

The SMB is responsible for the monitoring and reviewing of MAPPA and for ensuring that the risk assessment and management arrangements are revised where necessary to reflect legislative and wider criminal justice changes.

The board is, therefore, provided with data by the MAPPA unit which includes information on the

number of offenders in MAPPA, the levels at which risk is being managed and data on enforcement action, together with details of those offenders subject to the MAPPA who have been charged with a further serious sexual or violent offence.

This quantitative data is accompanied by case examples which serve to highlight issues of organisational and operational difficulty, as well as featuring examples of good practice and successful inter-agency working.

The SMB carries a statutory duty to publish an annual report on the progress of the MAPPA.

Great strides have been made over the past twelve months to link MAPPA with the other risk management frameworks in the area. These include frameworks which deal specifically with, for example, mental health, domestic abuse and child protection.

To progress the linkages with health a regional seminar was held in January 2005 hosted by the responsible authority (police, probation, prison services) to consider the contribution health makes to

the MAPPA. In terms of child protection and the interface with MAPPA, regional procedures have been devised to formalise these links and are now going to be adopted by the Local Authorities in Northumbria, Durham and Teesside. These procedures produced under the title Safeguarding Children and Young People – Regional Procedures Project 2005 were produced by the Northumbria MAPPA unit.

The links between risk management and domestic abuse have been strengthened of late by the introduction of an accredited programme for

CASE STUDY 3: ...Steve

Category 1

Registered Sex Offender - Child Protection

Situation

Steve was due to be released from prison subject to probation licence supervision having served a 7 year sentence for a series of indecency offences with children. He was returning to the North East and his supervision in the community needed to be managed in relation to the risk he presented, taking into account victim issues. A level 3 MAPPP was convened.

Action

The MAPPP for this offender was convened in preparation for his release and included police, probation (including victim liaison) prison and social services representatives. A risk management plan was formulated:

- Licence conditions to include reside as directed (hostel).
- Exclusion zone (preventing contact with victims).
- No contact with victims (named in licence).
- Address offending behaviour via sex offender treatment programme.
- Agencies to monitor any behaviour which would provide evidence for a sexual offences prevention order.
- Victim liaison to ensure that the victim and her family were fully apprised of the proposed management plans.

Outcome

Steve is currently resident in approved premises (probation hostel) and attending a sex offender treatment programme. As a result of his risk management, evidence was discovered which led the police to apply for and successfully obtain a sexual offences prevention order (a breach of this order could result in a further prison sentence). The victims in this case have been reassured as a result of MAPPA intervention and realise that enforcement action is not dependent upon further offences being committed.

domestic abuse perpetrators which will be launched in July 2005. This programme will be delivered by Northumbria Probation staff, but there is a requirement that all perpetrators are made subject to inter-agency risk management. This will result in offenders either being subject to MAPPA or, if they do not fit the criteria, to a secondary level of risk management which will include police, probation, women's safety workers, plus any other agency relevant to that individual case. These arrangements provide an additional strand to the multi-agency risk management of domestic abuse cases.

There are also links between MAPPA and the Crime and Disorder Partnerships as a result of the overlaps between the risk management of the prolific and other priority offenders and those offenders also made subject to Anti-Social Behaviour Orders who can be managed in both frameworks.

The Local Criminal Justice Board continues to oversee MAPPA and has a role in receiving and approving the MAPPA annual report.

Comments from SMB Members

A Lay Advisor's Perspective

"I have been in position now for approximately six months and in this time I have been on one training weekend (with another to be arranged). There have been two full business meetings, in which I have actively participated. My initial experience of these was to leave me with some questions and doubts, of the exact task and influence, the position of lay person had in the broad scheme of things. This doubt in my mind was due mainly to the fact that the task of lay member had few position specifications (other than to point out that the panel system lacked the input of the public, who could look at issues from a purely independent stance and was not influenced by their professional position).

With this in mind I came to a point when I required a meeting with someone in order to discuss these issues. Prior to the last meeting I had a one-to-one chat with a senior panel member where I discussed

all my doubts and fears. This at first did not seem to answer my questions, only to propose that the post would develop through time.

It was with some trepidation that I went into the MAPPA meeting straight after this discussion. This was proved to be unnecessary, as the meeting was both stimulating and productive, with my contributions being both listened to and discussed and, in one case, acted upon. The longer the meeting progressed the more I felt my contributions stimulated discussion and the more I began to feel that the position of lay member had a role to play and could develop.

I look forward to my future participation as a panel member no longer with any doubts, but with anticipation. It is hoped that the future development of the lay member position will encourage more members of the public to participate as volunteers. That training can develop in order to take account of the expanding experiences and development of the position, and that through this the service to both the offenders and the public can continue to improve".

A Police Perspective

"During the last 12 months, Northumbria Police has undergone a fundamental change in the way it deals with public protection issues. Prior to November 2004, child protection, domestic violence and the management of sex and violent offenders in the community were all dealt with separately. At area command level there were only tenuous links between the different individuals who managed these issues, and at headquarters the three disciplines were split between two different departments. Having reviewed the existing service provision prior to November 2004, it was clear that whilst there was significant overlap of individual victims and offenders and issues between these three areas of work, the police response was not what could be called 'joined up'. Especially in the areas of MAPPA and domestic violence, the staff responsible on area commands lacked clear management structures to support them, and the service that they provided varied considerably from area to area.

Each area command now possesses a public protection unit, headed by an experienced detective

inspector dedicated to public protection work. This has proved to be a crucial development in elevating MAPPA within the level of priorities at an area command, now that there is a manager on the area command with direct responsibility for this aspect of police work. Each area command also has dedicated PPU sergeants, one of which has responsibility for MAPPA. These individuals are building up considerable expertise in the area of risk management and have proved to be a crucially important link with their counterpart managers within the probation service.

At headquarters, the joint police and probation MAPPA unit pilot has been made permanent, moved to better accommodation and expanded into a public protection unit, including those in police and probation with Northumbria-wide responsibility for MAPPA, child protection and domestic violence.

The force has just gone live with the Violent and Sex Offender Register (ViSOR), a computerised offender management system, which not only allows more effective case management for risk management officers, but also offers significant intelligence opportunities to those investigating sex and violent offences.

The last 12 months has been a very exciting time for MAPPA in Northumbria, when huge progress has been made both internally within Northumbria Police, but also on a multi-agency level, which has been made possible by the excellent working relationship existing with the probation service as well as the other agencies actively involved in the public protection arena”.

A Health Perspective

“People with learning disabilities who have been involved in offending need to be subject to the same scrutiny and safeguards as everyone else. It is especially important that we recognise that many offenders with learning disability have a limited understanding of their situation – often, they know that they have done wrong, but do not fully realise the seriousness of their offence. The MAPPA arrangements will help here, by ensuring that the required information is shared between the agencies and by making sure that all parties involved with the offender with learning disability have a clear

understanding of the person’s difficulties, especially their understanding of their own offending”.

A Housing Perspective

“At a strategic level the five Tyne and Wear Authorities will provide a senior housing representative to advise on key housing issues and housing legislation that could impact on MAPPA. At a local level we will co-operate in the sharing of information and risk assessment, in accordance with current legislation and guidelines, and advise and assist where possible, in the housing options available for offenders covered by MAPPA”.

In addition to the MAPPA Strategic Management Board (SMB) there are local MAPPA strategy groups within Northumbria. Northumbria is a large metropolitan area with six local authorities and six police public protection units. It has been necessary, therefore, to ensure that there is a strategic overview of the MAPP arrangements in each of these local areas. Four groups are already established with two still to convene. Representation on the local groups mirrors the SMB in that there is a local representative from each “duty to co-operate” agency on these groups. The MAPPA strategy groups have a significant role to play in ensuring that MAPPA works effectively in their area and they act as a conduit between the SMB and the operational aspects of multi-agency risk management.

Issues from the local MAPPA strategy groups are passed to the Northumbria MAPPA steering group, which comprises senior representatives from the responsible authority, and are subsequently channelled upwards to the SMB. The flow of issues and information is a two way process.

The Year Ahead

Northumbria SMB Action Plan

- To develop a statement of purpose for the SMB.
- To produce an annual report which includes the SMB action plan by 1 May 2005.
- To monitor statistics and movement between categories and levels within MAPPA on a quarterly basis.
- To ensure that all duty to co-operate agencies are signed up to the memorandum by 1 September 2005.
- To produce guidance on MAPPA in Northumbria for all agencies and organisations; to be distributed by 1 September 2005.
- To produce a directory of MAPPA contacts within agencies i.e. single points of contact (SPOC) by 1 September 2005.
- To identify training needs within and across agencies by 1 September 2005 in order to ensure that MAPPA processes are in place.
- To develop further, current media strategies which respond appropriately to the media in order to reduce negative community impact by 1 September 2005.

Joint training and joint working is now established within the responsible authority as the way forward in terms of risk management and by working together great strides have been made in regard to the assessment and management of offenders where the issues are mental health, domestic abuse, sexual offending, child protection etc. The management of release and recall arrangements has been significantly successful as an example of the efficient and effective partnership working between the agencies which form the Responsible Authority.

Northumbria Police is organising a sex offender conference, together with its partners, due to take place on Monday, 17 October 2005. The conference is entitled **New Ways of Managing Risk** and will feature an input from the MAPPA unit on the contribution the arrangements make to managing these types of offenders.

CASE STUDY 4: ...Phil

Category 1

Registered Sex Offender - Child Protection

Situation

Phil, a convicted sex offender subject to a 3 year community rehabilitation order for taking indecent photographs of children, residing in approved premises (probation hostel) began to display behaviour which gave concern as to the likelihood of him sexually re-offending (offences that would be more serious in nature than his index offence). He described in graphic detail his likelihood of abducting/assaulting a child. A level 3 MAPPP was convened.

Action

Following the MAPPP which included probation, police and health, a risk management plan was drawn up which included:

- The police applying for and obtaining a sex offender order (now SOPO) with prohibitions designed to reduce the risk of re-offending and protect children from serious harm. These prohibitions included Phil not being allowed to own a car and not being allowed to communicate with children.
- Intervention by specialist mental health team (Department of Forensic Psychiatry).
- Intense joint supervision/management by police and probation.
- Disclosure to Phil's girlfriend in order to manage and monitor his contact with children.

Outcome

As a result of the supervision and risk management of this case, it was discovered Phil had breached the prohibitions of his sex offender order. He was arrested and subsequently sentenced to 18 months imprisonment. He had not committed any further offences and it was possible for police and probation to be proactive in the enforcement of the sex offender order to ensure that children were protected.

Statistical Information

The table opposite provides data on the total MAPPA caseload for the Northumbria area.

This is the fourth MAPPA annual report and since the first report was published in the summer of 2002, the collection of data has been refined to ensure that all relevant offenders are included in the arrangements and to facilitate the interrogation of the information to enhance public protection.

The number of registered sex offenders (category 1) living in the Northumbria area has increased from 750 to 851 over the past twelve months. As previously stated in this report, this increase is not unexpected as the Sexual Offences Act 2003 has introduced both new offences and civil orders which have served to identify an additional number of sex offenders who are now required to register.

The number of violent and other sex offenders (category 2) currently included on the Northumbria MAPPA register is 256. The figure of 73 included in last year's Annual Report did not include those Category 2 offenders who were being managed at Level 1. The figure only included those managed at the higher levels of 2 or 3. This year's figure of 256 includes 10 Category 2 offenders managed at Level 3 and 62 offenders managed at Level 2. The remaining 184 offenders are being managed by the police and probation services at Level 1 using the risk management tools which are available within each organisation. These offenders are automatically included within MAPPA in the same way as registered sex offenders. Their inclusion in MAPPA is not dependent upon a risk assessment, therefore the majority of these offenders will not be assessed as high risk and they will be adequately managed at level one.

The number of Other Offenders (category 3) referred into MAPPA has increased from 64 last year to 99 this year. These offenders can be identified by any agency and their inclusion within MAPPA is dependent upon a risk assessment. These offenders are not automatically included because of their offences and/or disposal, as with category 1 and 2, they are assessed as being likely to cause serious

harm to the public and can only be managed, therefore, at level 2 or 3 which are the higher levels of risk management.

The increase in the Category 3 MAPPA population can be seen as a direct result of awareness raising by the MAPPA unit with the relevant agencies within Northumbria. Many of these referrals come from mental health services, local authority social services departments, housing etc. and these offenders will not usually have any current involvement with police and probation services.

The total MAPPA population in Northumbria, therefore, is 1206.

In terms of levels of risk management the following applies:

Number of Offenders	Level of Risk Management
940	1
228	2
38	3

Northumbria, therefore, continues to manage a similar number of offenders at level 3 despite the increase in the MAPPA population. Last year the level 3 figure was 37.

Because of the automatic inclusion of category 1 and category 2 offenders in MAPPA, they do not all require the higher levels of risk management. The numbers of offenders managed at Level 2 and Level 3 has, therefore, increased only slightly over the last two years.

The statistics also include information regarding the use of new civil orders which were made available to police as a result of the Sexual Offences Act 2003.

During the reporting year, Northumbria Police were granted 26 full sexual offences prevention orders. The duration of these ranged from 5 years to indefinite. The new legislation enables the court to impose a SOPO at the point of conviction, the police do not, therefore, need to wait for the offender to engage in further risky behaviour before being able to apply for a SOPO, as was explained earlier in this report.

Police can now apply for notification orders where an offender has been convicted or cautioned for a sexual offence overseas. During 2004/2005 Northumbria Police applied for 1 notification order which was subsequently granted by magistrates, thereby requiring the offender to register his details.

Northumbria Police has a robust approach to dealing with offenders who breach sex offender registration requirements or Sex Offences Prevention Orders. Indeed during the past year 73 offenders have either received a caution or been convicted of breaching the registration requirements.

The breaches were mainly a result of failing to notify police of a change of address and sentences ranged from a conditional discharge, several fines to 12 months imprisonment.

Out of a total figure of 266 offenders managed at the higher levels of 2 and 3, one offender has been charged with a serious sexual or violent offence. This offender had been released, not subject to supervision, from a determinate prison sentence and arrived in Northumbria where he was not known to the authorities. Initially he gave a false name, but was identified by the police and required to register as a sex offender. A level 3 MAPPP was convened as soon as he was identified and a risk management strategy drawn up which included the offer of voluntary contact from probation. This offer was declined by the offender. Throughout the period he was managed in Northumbria he was under close scrutiny. Several disclosures were made, including one which was necessary to protect a child whose mother the offender had befriended. A Sex Offender

Order was applied for and granted, after the offender displayed further behaviour which led the police to believe he still posed a serious risk to the public. It came to light that, despite the intensive risk management undertaken by all agencies concerned, the offender had reoffended. He was subsequently convicted and sentenced to a lengthy period of imprisonment. Although there is no statutory requirement to review this case, Northumbria Police and Probation Services are currently reviewing the risk management issues and a report will be submitted to the SMB.

The statistics also provide information in regard to offenders managed at level 2 or 3 who were returned to custody for a breach of licence.

A total of 29 offenders subject to Level 2 risk management were returned to custody at the request of the probation service. Of these 29, eleven were recalled to prison as the result of the commission of a further offence. The remaining 18 were breached and recalled for the following reasons:

- failure to keep appointments with supervising officer
- failure to reside as directed
- failure to adhere to approved premises curfew or other conditions
- failure to adhere to exclusion zone condition

The figure of 7 level 3 offenders returned to custody for breach of licence is the same as last year. The level 2 figure was not included in the statistics for last year's annual report.

NORTHUMBRIA AREA MAPPA STATISTICS 2004/5

Category	No. of Offenders	Explanation	
<i>The number of offenders dealt with under MAPPA will inevitably increase year by year due to the cumulative effect of cases coming into the system and remaining subject to risk management procedures for a significant period of time. In addition, changes have been made this year to the way in which the data is recorded and the level of risk posed by offenders who are included in the statistics.</i>			
1. Category 1 MAPPA offenders: Registered Sex Offenders (RSO)			
i) The number of Registered Sex Offenders on 31 March 2005	851	This is the number of sex offenders currently residing in the Northumbria Police area who are subject to registration. This does not include RSOs who are in prison.	
ia) The number of Registered Sex Offenders per 100,000 head of population	60	The number of Registered Sex Offenders per 100,000 head of population within Northumbria.	
ii. The number of sex offenders having a registration requirement who were either cautioned or convicted for breaches of the requirement, between 1 April 2004 and 31 March 2005	73	This is the number of offenders who failed to comply with the requirements of their registration order and were either cautioned or convicted. The breach may have been as a result of failure to notify the police of their address within the prescribed time, failure to notify police that they had changed their name or failure to notify police of their intention to travel abroad.	
iii) The number of Sexual Offences Prevention Orders (SOPOs) a) applied for on complaint b) interim orders granted c) full SOPOs imposed by the courts, both on complaint and at conviction in Northumbria Area between 1 April 2004 and 31 March 2005	a) 23 b) 5 c) 26	This order can be imposed at conviction or upon application by the police under civil proceedings. It is designed to include prohibitions tailored to manage the individual offender's risk and is therefore, exclusive to each offender. No SOPOs were refused when applied for on complaint. We still have some which are in progress. The figure of 26 includes orders obtained both on complaint and at conviction. Some of these will replace interim orders which were granted. Interim orders are applied for where the urgency and seriousness of the case demands.	
iv) The number of Notification Orders a) applied for b) interim orders granted c) full notification orders imposed by the courts in Northumbria Area between 1 April 2004 and 31 March 2005	a) 1 b) 0 c) 1	This order applies to offenders who reside in the UK, but committed a sexual offence overseas. It will result in the offender having to comply with sex offender registration requirements.	
v) The number of Foreign Travel Orders a) applied for b) imposed by the courts in Northumbria Area between 1 April 2004 and 31 March 2005	a) 0 b) 0	This order prevents convicted sex offenders from travelling abroad where there is evidence they intend to commit sexual offences against children living abroad. To date Northumbria Police have not needed to apply for a foreign travel order.	
2. Category 2: violent offenders and other sexual offenders			
vi) The number of violent and other sexual offenders living in Northumbria between 1 April 2004 and 31 March 2005	256	This figure is the number of violent and other sex offenders (not registered sex offenders) living in the community who were sentenced to 12 months or more imprisonment and are currently subject to post-release licence supervision.	
3. Category 3: Other offenders			
vii) The number of "other offenders" between 1 April 2004 and 31 March 2005	99	This number of offenders were identified for risk management and referred into MAPPA by various agencies.	
4. Offenders managed through Level 3 (MAPPP) and Level 2 (local inter-agency management)			
viii) Identify how many MAPPA offenders in each of the three categories above have been managed through the MAPPA (level 2 and 3) between 1 April 2004 and 31 March 2005:	Level 3	Level 2	
1) RSOs (Registered Sex Offenders)	13	82	Registered sex offenders who have been considered by the MAPPA Level 2 or 3.
2) V&O (Violent and Other offenders)	10	62	Sexual/violent offenders who have received 12 months or more imprisonment and have been considered by the MAPPA Level 2 or 3.
3) Other offenders	15	84	Offenders considered to pose a serious risk of harm to the public who have been considered by the MAPPA Level 2 or 3.
ix) Of the cases managed by the MAPPA Level 2 or 3 between 1 April 2004 and 31 March 2005 how many, whilst still in the MAPPA Level 2 or 3.	Level 3	Level 2	
a) were returned to custody for breach of licence	7	29	Of all the offenders managed by the MAPPA Level 2 or 3 these offenders were returned to custody for breaching their licence conditions.
b) were returned to custody for breach of a restraining order or sexual offences prevention order	2	2	This is the number of offenders subject to MAPPA Level 2 or 3 returned to custody for breach of a Restraining Order or SOPO.
c) were charged with a serious sexual or violent offence	1	0	One offender subject to Level 3 has been charged with a further serious sexual or violent offence.

THE ROLE OF THE PRISON SERVICE IN MAPPA - 2004/5

One of the important ways in which the Criminal Justice Act (2003) strengthened MAPPA was to make the Prison Service part of the responsible authority with police and probation in each of the 42 areas in England and Wales. The prison service has been given this enhanced role in recognition of the important part it plays in protecting the public by keeping offenders in custody; helping them to address the causes of their offending behaviour; and by undertaking other work to assist their successful resettlement.

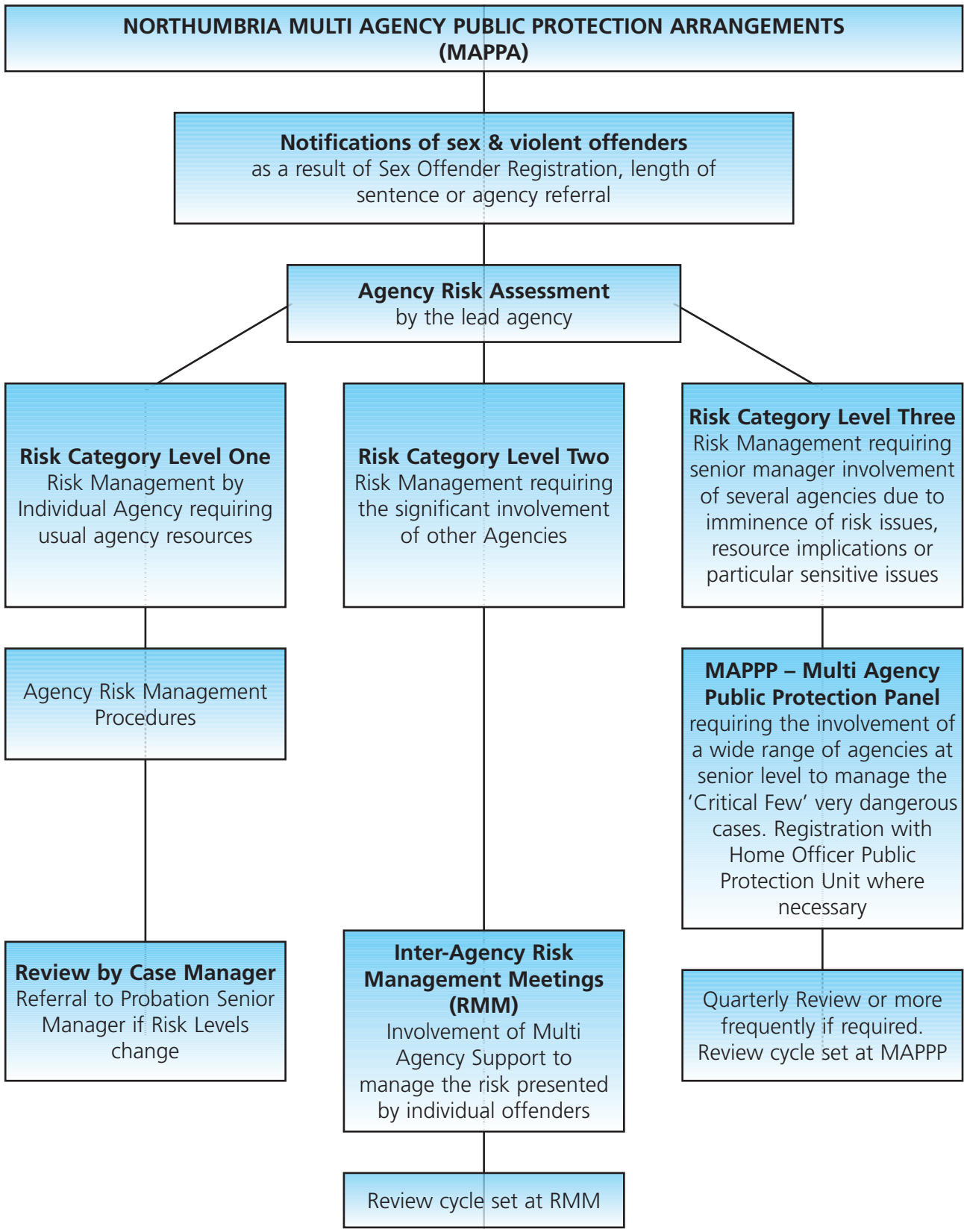
As part of the Responsible Authority the prison service is now represented on each of the Strategic Management Boards (SMBs) in the 42 Areas. The prison estate is configured differently from police/probation areas in that its establishments are contained within only 12 geographical areas and two functional areas – the high security estate, and contracted prisons. For this reason arrangements for Prison Service representation on SMBs vary across the country, but each prison service area manager has entered into an agreement with the SMBs on how the service will contribute both strategically and operationally to MAPPA. The main focus of the prison service contribution is at an operational level. A number of measures have been put in place across the prison estate to ensure that this will be effective and result in:

- Prompt identification of MAPPA offenders so that their details can be used in sentence planning arrangements, including interventions to manage and reduce risk
- Regular monitoring of the behaviour of those assessed as presenting the highest risk, and sharing information with police and probation colleagues
- All relevant risk management information being provided to multi agency meetings which help plan an offender's release
- At least three months notification to police and probation of the expected release dates of those offenders who have been referred to the multi-agency public protection panel (MAPPP), and at least six weeks notification of those being managed at level 2 risk meetings
- No changes to release dates or arrangements being made without prior consultation with police and probation

Playing an effective role in the multi agency risk management of MAPPA offenders requires good communication between criminal justice partners. The Prison Service has taken steps to ensure that there are dedicated points of contact for public protection at both area level and in every prison establishment, and that these are published together with police and probation contacts to ensure better communication across the Responsible Authority.

With the ever increasing MAPPA population and proportion of those received into prison likely to grow with the introduction of the new public protection sentences, the inclusion of the prison service as part of the responsible authority will continue to be vital in protecting the public.

FLOW CHART OF MAPPPA PROCEDURES



Abbreviations Checklist:

MAPPA	Multi Agency Public Protection Arrangements
MAPPP	Multi Agency Public Protection Panels
NPS	National Probation Service
YOT	Youth Offending Teams
TDI	The Derwent Initiative
RMC	Risk Management Conference
OASys	Offender Assessment System
ACJSC	Area Criminal Justice Strategy Committee (now LCJB)
LCJB	Local Criminal Justice Board
SMB	Strategic Management Board
ViSOR	Violent and Sex Offender Register
SPOC	Single Point of Contact (Police Officer)
VLO	Victim Liaison Officer

Contact Details:

MAPPA UNIT

MAPPA Unit
Block 45
Northumbria Police HQ
North Road
Ponteland
Newcastle Upon Tyne
NE20 0BL

Tel: 01661 868077

Staffed by key public protection staff from the police and probation service, this unit is the first point of contact for all MAPPA and public protection enquiries.

Wherever required, the unit will direct enquiries and involve other agencies as appropriate, and provide any necessary contact details.

NORTHUMBRIA PROBATION AREA VICTIM LIAISON UNIT

Victim Liaison Unit
Northumbria Probation Area
6th Floor, Collingwood House
Collingwood Street
Newcastle Upon Tyne
NE1 1JW

Tel: 0191 261 2541

This unit provides an information service for victims of serious sexual or other violent offences where the offender receives a custodial sentence of over 12 months.

VICTIM SUPPORT

Bedlington	01670 822 334	North Shields	0191 257 9079
Gateshead	0191 477 8395	South Shields	0191 454 6198
Newcastle	0191 274 4274	Sunderland	0191 567 2896

Victim Support is an independent organisation offering a free and confidential service to people affected by crime.



www.northumbria.police.uk



NORTHUMBRIA

www.northumbria-probation.co.uk



www.hmprisonservice@gsi.gov.uk

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