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Management of Sex & Dangerous Offenders

Multi Agency Public Protection Arrangements (MAPPA)

Set of statutory arrangements to assess and manage the risk posed by certain **sexual and violent** offenders.

Established by Criminal Justice Act 2003.



Offenders who are convicted of serious sexual or violent crimes may be given lengthy sentences but in most cases they will be released from prison 'under licence' before the end of that sentence. The licence conditions will mean that the offender will not be free to do just as he or she pleases but will have to do certain things – and not do certain other things – in order to remain out of prison. For example, they may be required to engage in community based programme work but also not to enter areas where their victims may reside.

Victims of a particular offender may be very concerned when they hear that he or she has been released from prison. They need to be protected, as do the rest of the community and any possible future victim. The best way to protect us all is to manage the risk that each offender poses: that is to say, firstly to find out whether the offender is likely to re-offend and under what circumstances and secondly to try to prevent any re-offending.

Background

Public protection legislation emerged against a backdrop of increasing public concern regarding the management of dangerous offenders. The death of Victoria Climbié, the murder of Sarah Payne and the events surrounding the Soham tragedy not only harmed the communities concerned but undermined public confidence across the

country.

These tragedies stress the importance for those agencies whose role it is to protect the public to work together.

The role of public protection is now a truly multi-agency one and the prime concern of MAPPA. It has become a priority for us all, underpinned by the government's commitment to strengthen public protection through legislation.

Criminal Justice

Section 325 of the **Criminal Justice Act 2003** places a statutory duty on the Police and Probation Board acting as the Responsible Authority in each area, to establish arrangements for the purpose of assessing and managing the risks posed by sexual or violent offenders or other persons who, by reason of offences committed by them, are considered by the Responsible Authority to be persons who may cause serious harm to the public

The identification of MAPPA offenders

The sharing of information across agencies

Assessment of the risk of serious harm

Management of that risk



MAPPA guidance issued in March 2003 and updated again in 2009 provided a national framework for the 42 areas of England and Wales to establish these arrangements.

This framework comprises four core functions:

- the identification of MAPPA offenders
- the sharing of relevant information among those agencies involved in the assessment of that risk
- the assessment of the risk of serious harm
- the management of that risk

This framework is very important in supporting:

- Greater professional confidence in the multi-agency management of risk.
- The work we do to establish national standards to underpin and support the development of good practice.
- The more effective and efficient management of cases across areas.
- Consistency in the way we communicate public protection work to the public.
- The effective development and sharing of good practice.
- The effective links with other agencies both within the MAPPA and outside, for example, Local Safeguarding Children Boards

MAPPA - Who's involved...

Police, Probation and Prison Services

MAPPA Responsible Authority

MAPPA Areas



They bring together the Police, Probation and Prison Services into what is known as the MAPPA Responsible Authority for each MAPPA Area.

MAPPA Areas are co-terminous with police force areas, as set out in the Police Act 1996.

Other co-operating bodies..

Children's Services
Adult Social Services
Health Trusts and Authorities
Youth Offending Teams
United Kingdom Border Agency
Local housing Authorities
Job Centre Plus
Electronic monitoring providers



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,
United Kingdom Border Agency,
local housing authorities and
certain registered social landlords, Jobcentre Plus, and electronic monitoring providers.

Management of offenders



Agencies with a duty to co-operate

The following picture shows the agencies with a duty to co-operate:
Taken from the Home Office (2007) booklet, "Keeping children safe from sex offenders".

The duty to co-operate

The duty to co-operate with the Responsible Authority in respect of MAPPA may include:

- Exchange of information in order to identify, assess and manage the risks an offender presents.
- Involvement in multi-agency risk management panels.
- May involve the provision of resources or services to assist



Multi agency working - Benefits

Reduce chances of re-offending

Contributes to community safety

Effective supervision of offenders

Better public protection

Defensible decision making



No single criminal justice agency has all the answers when it comes to managing the risks, but by working together under the MAPPA, there is much less chance that a vital piece of information about an offender's background or behaviour may be missed.

By co-operating together and sharing information, agencies are able to considerably reduce the chances of re-offending, all of which makes an important contribution to the aim of making communities safer. Information sharing results in more effective supervision and better public protection. By working together, agencies can more effectively supervise offenders.

For example:

police will share information with offender managers that they have gathered about an offender's behaviour from surveillance or intelligence gathering

- local authorities will help find offenders suitable accommodation where they can be effectively managed

Defensible decision making

In many cases the decision making involved in the assessment of risk and its management can, and indeed often does, prevent re-offending, but it is not infallible. Even the most diligent efforts of practitioners cannot always prevent serious harm. In place of infallibility we must put defensibility – making the most reasonable decisions

and carrying them out professionally in a way which can be seen to be reasonable and professional. Multi-agency working facilitates rigorous risk assessment and risk management that provides a foundation for defensible decision making in cases where

there are public protection concerns.

Defensible decisions can show:

- all reasonable steps have been taken
- reliable assessment methods have been used
- information has been collected and thoroughly evaluated
- decisions are recorded (and subsequently carried out)
- policies and procedures have been followed
- practitioners and their managers adopt an investigative approach and are proactive

What good practice has already shown is that co-operation critically can take the form of the simplest of arrangements: points of contacts in different agencies to explain how different agencies operate and how and who to contact in respect of a certain case are invaluable. The mutual understanding and the informal network of contacts which result, help build the confidence and trust which underpins truly effective multi-agency joint-working.

Registered Sexual Offenders

Violent Offenders

Other Dangerous Offenders



1. Registered sexual offenders:

Offenders who have been convicted of a specified sexual offence and/or to whom the notification requirements under Part 2 of the Sexual Offences Act 2003 apply (and who are therefore required to notify the Police of their name, address and other personal details, and notify the Police of any subsequent changes);

2. Violent offenders:

Offenders convicted of a specified violent offence and sentenced to imprisonment/ detention for 12 months or more, or detained under a hospital order.

Also a small number of sexual offenders who do not qualify for the notification requirements that apply to Category 1 offenders and offenders disqualified from working with children; and

3. Other Dangerous Offenders:

Offenders who do not qualify under Categories 1 or 2 but have been assessed as **currently posing a risk of serious harm**. The link between the offence they have perpetrated and the risk that they pose means that they require active multi-agency management.

Ordinary agency management (Level 1)

Multi-agency public protection meetings (Level 2)

Multi-agency public protection meetings (Level 3)



Within each category, there are 3 levels at which offenders are managed, which reflect the level of multi-agency co-operation required to implement effectively the individual offender's risk management plan.

Offenders may be moved up or down the levels to reflect changes in the level of risk that they present or the action required to manage it.

Level 1 – Ordinary agency management

Level 1 management is the level used in cases where the risks posed by the offender can be managed by the agency responsible for supervision/case management of the offender. This does not mean that other agencies will not be involved; only that it is not considered necessary to refer the case to a level 2 or 3 MAPP meeting. (Level 1 management can only be used for Category 1 and 2 offenders).

Level 2 – Multi-agency public protection meetings

Level 2 management is used where the active involvement of more than one agency is required but where the complexity is not so great as to require a referral to Level 3.

Level 3 – Multi-agency public protection meetings

Level 3 management should be used where it is determined that the management issues require active conferencing and senior representation from the Responsible

Authority and Duty to Co-operate agencies.

Risk assessment

Identify the circumstances and opportunities that are most likely to lead to a further serious offence by this particular offender

Steps that can help reduce this risk

- Offender's previous offending history
 - Life circumstances
- Psychological assessments (where relevant)
- Any work in prison that the offender has completed



Before a management plan is put in place a detailed risk assessment will take place to identify the circumstances and opportunities that are most likely to lead to a further serious offence in this particular offender and the steps that can help reduce this risk. This will study the offender's previous offending history, life circumstances, include psychological assessments (where relevant) and any work in prison that the offender has completed.

Variety of risk assessment tools used (Police and the National Probation use Risk Matrix 2000 [assesses the statistical likelihood of re-offending by adult male convicted sex offenders]. The Probation Service use a nationally validated risk assessment tool called OASys which help predict the likelihood and circumstances of future offending behaviour. For young offenders, the Youth Justice Board uses a system called ASSET which is specifically designed to understand the behaviours of offenders under the age of eighteen.

Management plan

Accommodation at an Approved Premises (AP)

Licence conditions

A Civil Order such as a Sex Offender Prevention Order (SOPO)

A duty to report to an Offender Manager

Covert monitoring

Disclosure of information to the public



Management plan should be highly specific to each offender and their offending history, but might include any of the following:

- Accommodation at an Approved Premises (AP) where the offender can be monitored.
- A set of licence conditions such as not having contact with children, or going within an exclusion zone in a town/city.
- A Civil Order such as a Sex Offender Prevention Order (SOPO) to prevent the offender doing certain activities, such as not entering a town where a victim resides, or not to have unsupervised contact with children.
- A duty to report to an Offender Manager every week to undertake offending reduction counselling and work as part of their licence.
- In some very extreme cases there may be covert monitoring of offenders to protect the public.

A disclosure of information to a member of the public for their protection (*previously touched upon*).



What is the child sex offender disclosure scheme?

The sex offender disclosure scheme in England and Wales (also sometimes known as "Sarah's Law (Sarah Payne)"), allows anyone to formally ask the police if someone with access to a child has a record for child sexual offences. Police will reveal details confidentially to the person most able to protect the child (usually parents, carers or guardians) if they think it is in the child's interests.

In 2000, Sarah Payne, an 8 year old girl, was abducted and murdered by Roy Whiting who had previously been convicted of abducting and indecently assaulting a young girl.



MAPPA and Neighbourhood Policing

High visibility/profile policing

Risk management of offenders

Managing community knowledge and suspicions

Community impact assessment



Public protection and neighbourhood policing

Matters relating to the management of sexual offenders and violent offenders can cause a change in the public's behaviour and/or beliefs about their security. Policing any community should serve to reassure the public and enhance the quality of people's lives by providing visibility, accessibility and familiarity to the community and the offenders being managed. During times of tension within a community, it is particularly important that a high-visibility and high-profile police service is maintained by local and recognisable officers who are familiar with the community and its issues. Policing activity should be in partnership with key representatives from that community so that information and intelligence can be gathered, and rumours controlled and contained. There is a possibility that an absence of police information (through the media) may encourage rumours.

Neighbourhood policing teams can assist in risk management of offenders

Neighbourhood policing teams should be kept informed, as appropriate, about details of MAPPA offenders and PDPs in their particular geographic area, taking into account the information in the bulleted list for tasked information above. This is particularly important when neighbourhood policing teams can assist in the risk management of individual offenders (e.g. through the enforcement of civil orders or by conducting unannounced curfew checks). Team members can be key sources of public

protection information provided by, or obtained from, the community (e.g. information about identified offenders and PDPs). This information can assist in the identification of PDPs and the assessment and management of risk offenders and PDPs. Neighbourhood policing teams can also use community information to identify any potential threat to reveal the identity or location of a particular offender. In some cases it may be useful as part of a risk management plan for a MAPPA offender or identified PDP to be given a named point of access within their local neighbourhood policing team.

On 31 March 2017 there were 76,794 MAPPA-eligible offenders in England and Wales

Categories

Category 1 (Registered Sexual Offenders) = 72%

Category 2 (Violent offenders) = 27.6%

Category 3 (Other dangerous offenders) = 0.4%

	Category 1 Registered Sexual Offenders	Category 2 Violent Offenders	Category 3 Other Dangerous Offenders	Total
Level 1	54,582	20,732	-	75,314
Level 2	609	439	278	1,326
Level 3	45	38	71	154
Total	55,236	21,209	349	76,794



Statistics drawn from Ministry of Justice – MAPPA Annual Report 2016/2017

On 31 March 2017 there were 76,794 MAPPA-eligible offenders. Of these, 72% were Category 1 offenders (Registered Sexual Offenders), 27.6% were Category 2 offenders (Violent Offenders) and less than 0.5% were Category 3 offenders (Other Dangerous Offenders).

- The large majority of cases (98%) were managed at Level 1 – ordinary agency management.
- The total number of MAPPA-eligible offenders on 31 March 2017 was 7% higher than on 31 March 2016. The average annual rate of increase is about 7% since 2007/08.
- 50% of the increase in MAPPA eligible offenders is accounted for by an increase in Category 1 offenders and 48% of the increase is accounted for by an increase in Category 2 offenders.
- In 2015/16 90% of the increase in MAPPA eligible offenders was accounted for by an increase in Category 1 offenders and 10% of the increase was accounted for by

an increase in Category 2 offenders.

- There were 108 Category 1 offenders (Registered Sexual Offenders) per 100,000 of the population aged 10 and over on 31 March 2016/17. This is an increase from 104 on 31 March 2016 and continues a trend of successive annual increases.
- A total of 697 Level 2 and Level 3 MAPPA offenders were returned to custody for a breach of licence conditions in 2016/17, a reduction of 9% from 2015/16 and representing 15% of the total number of offenders managed at levels 2 and 3 in the community over the course of 2016/17.
- The number of MAPPA-eligible offenders charged with Serious Further Offences (SFOs) in 2016/17 was 217. This is an increase of 24 (or 12%) from 2015/16 when there were 193 offenders charged with an SFO.

What we expect from you

Get to know who is on your patch.
Recognise them
Know who their managers are
Know these specific risks they pose
Take note of Sex offender bulletins
Record sightings



Questions?

