

mappa



nottinghamshire

protection through partnership

*Annual Report*  
*2006 - 2007*

**The Nottinghamshire MAPPA Annual Report for the reporting period  
commencing 1<sup>st</sup> April 2006, concluding on 31<sup>st</sup> March 2007.**

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## 1. Ministerial Foreword

This is the sixth MAPPA annual report, and the first with a foreword by the Ministry of Justice. I want, first of all, to underline the Government's continued commitment to these arrangements. Protecting the public from dangerous offenders is a core aim for the new Department. Just as the effectiveness of MAPPA locally depends on the quality of working relationships, we will work with the Home Office, the Police, and others, to develop the best possible framework within which the MAPPA can operate.

On 13 June, the Government published a Review of the Protection of Children from Sex Offenders. This sets out a programme of actions which include developing the use of drug treatment for sex offenders and piloting the use of compulsory polygraph testing as a risk management tool, enhancements to the regime operating at Approved Premises, and also a range of actions impacting directly upon the way the MAPPA work. I want to highlight two of them here.

Firstly, research tells us that the arrangements are already used successfully to disclose information about dangerous offenders but we think this can be improved upon. MAPPA agencies will be required to consider disclosure in every case. We will pilot a scheme where parents will be able to register a child-protection interest in a named individual with whom they have a personal relationship and who has regular unsupervised access to their child. If that person has convictions for child sex offences and the child is at risk, there will be a presumption that the offences will be disclosed to the parent.

Secondly, as MAPPA has developed over the past 6 years, best practice models have been identified which show that specific roles and approaches are required to ensure it is managed effectively. We are committed to strengthening MAPPA arrangements and ensuring that robust performance management is in place. To achieve this, we intend to introduce new national standards, which will ensure a consistent approach across Areas and we will be making available £1.2million to support Areas in implementing the standards.

We aim to do everything that can reasonably be done to protect people from known, dangerous offenders. We know that there is always room for improvement. I commend this annual report to you as an indication of the commitment, skills and achievements of the professionals, and lay advisers, in managing and monitoring this essential, often difficult area of business.



Maria Eagle MP  
Parliamentary Under Secretary of State

## 2. Chief Officers' Foreword



Jane Geraghty

### **Message from Jane Geraghty, Chief Officer and Sheila Wright, Director of Offender Management, Nottinghamshire Probation Area**

We welcome the opportunity to personally thank and show genuine appreciation of the dedicated professionals in both the voluntary and statutory sectors, which collectively ensure our public protection arrangements are working effectively. We trust the evidence

presented in this year's report will demonstrate our joint commitment to reducing crime and making Nottinghamshire an even safer place to live and work. This report demonstrates factually how the work undertaken by the relevant agencies representing MAPPA, proves in practice to be so successful.



Sheila Wright

Key to the effectiveness of the MAPPA arrangements is ensuring management of offenders at the correct levels to ensure the most

effective use of resources. Despite the increase in the referrals to MAPPA, records show the number of individuals posing the very highest risk often referred to as the 'critical few' has in fact fallen during the reporting period for both Category 1 and Category 2 offenders, with only 1 Category 3 offender being managed through the Level 3 arrangements.

Through the vigilance of Probation, Prison and Police staff in co-operation with our partner agencies, a number of high-risk offenders were subject to recall to Prison by the Home Office, before reports of any new offences. In the reporting period, there has been an 89% increase in the number of Level 2 categories returned to custody for breach of licence. This is a significant indication of how rigorously the conditions of an offender's licence are enforced. Further, a testament to offender managers and approved premises staff working with high-risk offenders to take every step possible to protect the public. It may not be possible to eliminate risk entirely, but the swift return to prison of a monitored offender whose behaviour causes concern plays a significant part in reducing the risk of re-offending. The focus of this report is intended to explain how MAPPA works in practice, reporting on the success of the arrangements, notwithstanding the acknowledgement that further challenges lie ahead and there is never time for complacency.



Steve Green

### **Message from Chief Constable Steve Green and Assistant Chief Constable Sue Fish, Nottinghamshire Police**

The overriding purpose of this year's Annual Report remains to inform our communities of how arrangements for the assessment and management of risks posed by particular sexual and violent offenders are operating. Issues surrounding public protection are often controversial and subject to intense media scrutiny receiving high profile coverage both locally and nationally. Implementing a media strategy that promotes a balanced approach to this coverage



Sue Fish

therefore remains a consistent challenge. We hope that the publication of this report will assist readers with reassurance by evidencing the continued effectiveness of the MAPPA. In reality, the numbers of individuals managed under these arrangements represents a very small proportion of the overall offending population and is miniscule compared to the overall Nottinghamshire population. It should also be noted that the offences committed by these individuals account for a very small percentage of total recorded crime. Nottinghamshire Police and its MAPPA partners remain committed to preventing and tackling sexual and violent offending.

Tackling these crimes will remain the highest priority. Instrumental to the success of these arrangements has been the ability to harness successful partnerships, reducing duplication of effort and securing the co-operation of the relevant agencies.

Legislation provides the Police with additional powers to manage the behaviour of sexual offenders and Nottinghamshire police remains, committed to continuing to use these measures vigorously. This is evidenced by the increase in the use of Sexual Offences Prevention Orders

This is a challenging area of work for Nottinghamshire Police and our partners. We are extremely proud of our achievements to date, and we are not complacent in any way and build on our success at every opportunity.



#### **Message from Bob Perry Area Manager, East Midlands Area, HM Prison Service**

I am very pleased to have this opportunity to introduce the 2006/7 MAPPA Annual Report for Nottinghamshire. I would like to thank all staff across the Responsible Authority and Duty to Co-operate agencies for their hard work and commitment to the MAPPA arrangements within Nottinghamshire.

The Prison Service recognises that, along with its MAPPA partners, it has a key role to play in ensuring that the best possible public protection measures are in place when high-risk offenders are released back in to the community. High risk offenders are assessed and prioritised for all appropriate interventions during their time in custody and, through the Offender Manager and the MAPPA Manager, Prisons share information with MAPPA partner agencies on the progress individual offenders have made. This progress is measured by assessing whether the risk, which the Offender presents to the public, has been sufficiently reduced through the interventions which have been undertaken.

The Prison Service is committed to providing information to each MAPPA Level 3 and 2 meeting where this information is requested and also, wherever possible, ensuring that a member of staff who is familiar with the Offender attends Level 3 meetings. I am particularly grateful to Clare Orton from HMP Whatton for her role in ensuring that the Prison Service contribution to the MAPPA Level 3 Panel in Nottinghamshire is of a high quality. I am also grateful to the Governor of Whatton, Peter Wright, for his representation at the Strategic Management Board and his overall support for the development of MAPPA within Nottinghamshire.

I am committed to ensuring that the contribution, the Prison Service makes to the overall management of high-risk offenders under MAPPA in Nottinghamshire, continues to be one of our key priorities. I look forward to exploring ways in which we can strengthen and develop our contribution in the coming year.

**Message from Hilary Fielder, Public Protection and Partnerships Co-ordinator in East Midlands Prison Service Area Office**

Prisons undertake critical work as part of Nottinghamshire MAPPA in reducing the risk of harm which offenders present to the public. I know that both Peter Wright, Governor of HMP Whatton, and Clare Orton from HMP Whatton make a huge contribution to this work in Nottinghamshire. I am looking forward to exploring ways in which we can continue to develop the contribution which Prisons across the East Midlands make to public protection in Nottinghamshire"

### 3. Key Achievements

Critical to the continued success of these arrangements are the close governance and scrutiny arrangements, to this end we are indebted to the efforts of the senior professionals and lay advisor on the Strategic Management Board (SMB). The continued commitment of the SMB in reviewing and monitoring how the arrangements are working is vital, and without the positive engagement of senior professionals, support for MAPPA would quickly erode over time.

Historically, the joint funding provided by the agencies has allowed provision for the appointment of a MAPPA Manager, MAPPA Strategy & Policy Officer and MAPPA Administrator. These arrangements have continued and funding secured for further Administrative support. During the reporting period we lost a valued colleague, Victoria Hodgett, MAPPA Manager due to retirement. At this point we would like to thank Victoria for her efforts, wishing her all the very best for the future. Despite losing Victoria, we are very proud to introduce her successor Sarah West. Sarah is a Senior Offender Manager (now seconded to MAPPA) whose experience of managing offenders in the community is already proving to be a real asset.

Nottinghamshire is unique in appointing a Detective Inspector, Yvonne Dales, to the post of MAPPA Policy and Strategy Officer, whose primary responsibility is ensuring that the inter-agency procedures of the work of the SMB is compliant with developing legislation for the protection for the public.

In late 2006, the Development Group members met and formulated an action plan, which is intrinsically linked to the key areas of the business plan. Of valuable assistance to the delivery of this piece of work was the personal attendance and contributions of Professor Hazel Kemshall, Professor of Community and Criminal Justice.

Whilst achievement of the various work streams in the delivery plan is still ongoing and will be subject to periodic reviews, it would be remiss not to acknowledge the achievements within this time. Examples include: -

- Escalation mechanism to address MAPPA attendance & contribution issues

MAPPA practitioners have now implemented the process outlined in the MAPPA Development plan so that the SMB chair and MAPPP chairs are clearly aware of how to deal with contribution and attendance issues

- Environmental scanning

Relevant research and inspection reports are analysed by MAPPA officers with findings and recommendations featuring in SMB agendas

The MAPPA Policy and Strategy Officer and MAPPA Manager continue to meet with professionals within various partner agencies and deliver presentations explaining how the MAPPA arrangements work and what is expected of agencies engaged within the arrangements. Each presentation is tailored to the respective audience (See Appendix A).

Nottinghamshire Probation area was recently confirmed as the top-performing area in the country for rapid end-to-end enforcement i.e. from first breaching a court order to dealing with the offender in court. Staff work in small Offender Management Units consisting of Offender Managers, Probation Service Officers and Case Administration Officers who ensure the smooth running of the case. Together the unit support the End-to-End management of offenders in contact with Probation. This means offenders will be managed by the same offender manager throughout their time under supervision, regardless of the sentence or any re-sentence. The officer and offender are then able to build a productive working relationship through which offending behaviour can be challenged, leading to reduced re-offending. In 2005/6 Probation achieved 96% enforcement within 10 days against a target of 90%. This refers to action taken when an offender breaches his or her order or licence.

The Prison Service, as part of the Responsible Authority, contributes to MAPPA at two key levels, strategically and operationally. For example:

- Prompt identification of sentenced prisoners that may present harm to the public and referral to the MAPPA co-ordination process
- Dedicated single points of contact for internal and external communications
- Provision of accurate release dates information
- Ensuring officers of appropriate grades contribute to the development of risk management plans and attend MAPPA meetings

Notwithstanding the important contribution made by all four prisons in the area, HMP Whatton has a particular focus on delivering interventions via the sex offender treatment programmes and one to one work, it is also a pilot site for the sex and violent offender register (VISOR) and has a dedicated Police liaison officer.

A short summary of progress against the 2006/07 MAPPA Business Plan is overleaf.

Objectives	Progress to date
<p><b>Monitoring &amp; Evaluating the operation of the MAPPA</b></p>	<ul style="list-style-type: none"> <li>➤ Policy and Strategy Officer furnishes the SMB every quarter with a report allied to the business plan. The report includes statistical data in line with that required for the annual report.</li> <li>➤ Case audits &amp; quality reviews have taken place in the past; the most recent audits being conducted in August 2006.</li> <li>➤ Included within the development plan is an escalation procedure for addressing agency attendance at MAPPA meetings.</li> <li>➤ Serious Further Offence (SFO) screenings and full reviews are presented to the board for consideration of any lessons learned.</li> <li>➤ Reciprocal attendance by SMB members observing Panel and vice-versa.</li> </ul>
<p><b>Ensuring public accountability and scrutiny</b></p>	<ul style="list-style-type: none"> <li>➤ Public information strategy agreed by SMB</li> <li>➤ Annual report prepared &amp; published</li> </ul>
<p><b>Planning the long term development of MAPPA</b></p>	<ul style="list-style-type: none"> <li>➤ Established co-working improvement group</li> <li>➤ Research summary prepared and implementation plan agreed.</li> </ul>
<p><b>Identify &amp; Plan how to meet common training and development needs of those working in the MAPPA</b></p>	<ul style="list-style-type: none"> <li>➤ Training strategy devised</li> <li>➤ SMB quarterly reports include training/awareness activity provided and development issues identified</li> <li>➤ The current MAPPA Manager has personally delivered additional training to the majority of level 2 chairs.</li> <li>➤ September 2006 MAPPP training day</li> </ul>
<p><b>Identify key financial contributors to the MAPPA</b></p>	<ul style="list-style-type: none"> <li>➤ Report submitted to the Board.</li> <li>➤ Service delivered within budget</li> </ul>

## 4. *How the MAPPA operate locally, including case studies*

The aim of the Multi-Agency Public Protection Arrangements (MAPPA) is to work in partnership with other agencies to minimise the risks posed by known violent and sexual offenders, thereby reducing serious re-offending behaviour and preventing further harm to victims.

### **Background**

On the 1<sup>st</sup> April 2001, it became a statutory responsibility, jointly, for all Police and Probation Areas of England and Wales, designated “ The Responsible Authority”, to establish local Multi-Agency Public Protection Arrangements, or MAPPA. The implementation of the Criminal Justice Act 2003, on the 5<sup>th</sup> April 2004, included the Prison Service within the Responsible Authority.

Integral to the successful development of MAPPA was closer involvement of other agencies. This was formalised by the 2003 Act, placing a statutory ‘Duty to Co-operate’ on a wide range of organisations including Youth Offending Teams, Strategic Health Authorities, Primary Care Trusts, NHS Trusts, Electronic Monitoring Providers, Housing Authorities, Registered Social Landlords, the Social Care function of Children & Adult Services (formally Social Services), Job centres and Local Education Authorities. This is important since key features of the MAPPA involve the exchange of relevant information, and the pooling of knowledge and expertise between agencies in assessing and managing MAPPA offenders

### **How does MAPPA work?**

The Multi-Agency Public Protection Arrangements provide a framework for identifying, assessing and managing those offenders in the community whose previous offences and current behaviour suggest that they could pose a risk of serious harm to others.

The principles that govern MAPPA are simple:

- Identify who may pose a risk of serious harm
- Share relevant information about them
- Assess the nature and extent of that risk
- Find ways to manage that risk effectively, protecting victims and reducing further harm.

Arrangements operate across England and Wales and allow agencies to review the risks posed by offenders and the actions taken to manage them. Whilst many such

offenders will be in custody for very long periods (and may never be released) it has to be faced that some high risk offenders will eventually return to the community. Central to all risk management is the need to consider the protection of the previous and possible future victims.

As part of any risk management strategy, it may be considered necessary for information about offenders to be disclosed directly to others, (by the Police and/or Probation Service in order to prevent harm) such as new partners, landlords or even school head teachers. Information is not disclosed to the public unless they are in a position to better monitor and manage the offender or unless they are potentially at risk. Any decisions to disclose must be carefully balanced against the potential risk of driving offenders underground or creating undue public concern. In some cases, simply warning an offender about the proposed disclosure may be sufficient to curtail his/her behaviour.

Where the decision is to disclose, the Police and/or Probation Service will provide instructions to those who receive the information on what to do with the information and who to contact for help or action.

## **Who is a MAPPA Offender?**

There are three categories of 'MAPPA Offenders'

**Category 1** Registered Sex Offenders for the period of their registration

**Category 2** Violent & Other Sex Offenders (sentenced to 12 months imprisonment or more), usually for the period they are supervised by Probation. This also applies if committed to hospital under the Mental Health Act instead of Prison.

**Category 3** Other Offenders convicted of an offence, which indicates that he/she is capable of causing serious harm\* to the public and the Responsible Authority reasonably, considers that the offender may cause serious harm to the public.

\* Serious Harm - a risk which is life threatening and/or traumatic and from which recovery, whether physical or psychological, can be expected to be difficult or impossible.

## **How do we assess the risk of serious harm?**

The Offender Assessment System (OASys) is an assessment tool used by Probation and Prison Services. Part of the function of an OASys assessment is to assess risk of serious harm and assist with the management of risk of harm. All MAPPA offenders must be assessed and regularly reviewed with regard to potential risk of harm to others (low, medium, high or very high risk) and commensurate with that risk management, managed within a three-tier risk management framework:

## What are the levels of Risk Management?

**Level 1 Ordinary risk management** - used in cases where the risk posed by the offender can be managed by one agency without active or significant involvement of other agencies.

**Level 2 Local inter-agency risk management** - used where the active involvement of more than one agency is required but where either the level of risk or complexity of managing the risk, is not so great as to require referral to level 3

**Level 3 MAPPP- Multi Agency Public Protection Panel** used for the management of the 'critical few'. Where the offender is assessed under OASys as being a high or very high risk of causing serious harm, **and** presents risks that can only be managed by a plan that requires close co-operation at a senior level due to the complexity of the case and/or because of the unusual resource requirements it requires; **OR** although not assessed as a high or very high risk, the case is exceptional because of the likelihood of media scrutiny and /or public interest in the management of the case is very high.

## How can we ensure the effectiveness of these arrangements?

Overseeing the management of the MAPPA in every area is the Strategic Management Board (SMB). The SMB comprises senior staff from both the Responsible Authority and Duty to Co-operate Agencies. There is also a statutory requirement to recruit two lay advisors to sit on the SMB.

The operation of MAPPA in Nottinghamshire is the responsibility of staff across the Responsible Authorities and Duty to Co-operate agencies. Many different professionals are involved in the process of implementing these arrangements and work hard to ensure that the public are protected as much as possible. It is not feasible to eliminate the potential for offenders to re-offend entirely when they are living in the community, but with thorough assessment, close scrutiny and robust management the dangers **can** be minimised.

Offenders falling under the remit of MAPPA are identified and assessed at the earliest possible point of contact to determine what level of risk management is needed. The focus is on actively managing those assessed to be at the highest levels of risk (or particularly complex cases). This is essential if finite resources are to be effectively targeted.

The risk assessment will not only identify the level of risk management needed but also factors felt to be significant in triggering further offending. Potential victims will be identified and plans agreed to manage these risks. These plans will be reviewed regularly.

Decisions taken have to be defensible. This means that all reasonable steps need to have been taken to evaluate and manage the issues identified. Reliable assessment methods have to be used and information collected from all relevant sources and thoroughly evaluated. MAPPA also has to operate within agencies policies and procedures and fully record decisions taken and actions carried out.

## **MAPPA Level 2**

Currently, a typical meeting at Level 2 would involve as many as possible of the key workers involved in the day to day case management of the individual offender (drawn from the Responsible Authorities and the Duty to Co-operate agencies). Once consideration of the particular case has been completed and a review date set the meeting disbands and members depart to undertake the actions agreed.

The key aim is to share information, discuss existing risks, identify any new ones and ensure joined up co-ordination and co-operation with the agreed risk management plan.

## **MAPPA Level 3**

This meeting is also referred to as the Multi Agency Public Protection Panel (MAPPP). In Nottinghamshire the MAPPP sits once a month in the City and once a month in the County to consider cases. This is to ensure that there are relevant senior professionals involved that have the authority to direct resources in that area. The MAPPP has a core membership (listed below) sitting every month to ensure consistency of decision-making and accountability in risk management.

Some of the professionals who attend would also be members of a Level 2 MAPPA meeting in that they have day-to-day contact and case management responsibilities for the offender under discussion. They attend to ensure that the MAPPP has all the available information about the offender, to assist in the assessment of the risk the offender presents and to take away the instructions of the MAPPP to implement.

The key aims of this meeting remain as for the Level 2 cases but may require additional resources to achieve because of the complex nature of the issues generated by some of the offenders who pose the highest risk. These often include limited or no insight into the consequences of their actions on either themselves or others and little commitment to working with professionals to reduce the risk of them re-offending.

Offenders are assessed to determine which pose the greatest threat. Risk assessments identify what the risk factors are and risk management plans are formulated and resources allocated accordingly. The focus is on managing those assessed to be at the highest levels of risk or particularly complex cases. This is essential for the effective use of resources.

Generally, the higher the risk the higher the level of management required. Risk, however, is not static it is dynamic and can move according to differing circumstances.

## MAPPA Manager

Sarah West is a Senior Offender Manager seconded to the MAPPA post since January 2007. Her career with Nottinghamshire Probation Area spans seventeen years, working in a number of locations across the County and in a number of different roles. These include both direct work with offenders in management of Unpaid Work, Resettlement work (with Offenders following release from Prison), Court work and Community Supervision.

Her present role includes:

- Providing consultancy, support and advice to all agencies on the processes and procedures in: dealing with high risk cases
- Giving advice and raising awareness on the operation of MAPPA
- Chairing MAPPA Level 3 meetings (MAPPP)
- Processing referrals to the MAPPP
- Producing relevant minutes from the MAPPP
- Ensuring that agencies are working together properly and assisting in inter-agency liaison
- Ensuring that the Policies and Procedures of MAPPA are implemented in practise and making this process as straightforward as possible for practitioners
- Providing training in relation to MAPPA generally, chairing MAPPA meetings and other subjects relevant to working with violent and sex offenders.

## Case Study 1

### Introduction

Mr A was due to be released from Prison; this followed a relatively short term of imprisonment for assault and harassment on his ex-partner. However before his release the Police referred the matter to the Multi-Agency Public Protection Arrangements.

### Background

Mr A has extensive previous convictions, ranging from dishonesty to serious domestic violence. They include intimidation offences involving the use of firearms in his efforts to locate former victims and witnesses. Mr A's most recent conviction further demonstrated his extremely obsessive and violent behaviour.



## Case summary

The Police Domestic Abuse Unit referred this case to MAPPA as a Category 3 case, requesting the panel to consider his management as part of the 'critical few' cases at Level 3. Prior to making the referral the Police assessment concluded that Mr A's ex-partner and her family were at imminent risk of serious harm if he succeeded in his attempts to trace them.

At the Multi Agency Public Protection Panel (or Level 3 meeting) chaired by the MAPPA Manager the panel agreed that the case required management at this level. A multi-agency risk management plan was agreed. Deadlines were agreed for the completion of the various action points. At a subsequent MAPPP meeting the chair reviewed the actions raised.

### Key factors in the successful management of this case

- Good exchange of information including historical records and intelligence from the Police, Prison and Probation Services
- Early planning prior to Mr A's release from Prison to clarify where Mr A was going upon release/potential addresses frequented by Mr A
- Police adhering to their internal 'Threats to Life' policy, necessitating a full assessment and analysis of the risks
- Application of control measures which included a restraining order and Police approved alarm at the partner's address
- Liaison with external Police forces
- Liaison with Job Centre Plus regarding the risks and Benefit claim issues
- Contact with Nottingham City Homes regarding possible housing application and to share risk issues
- Completion of a MARAC (Multi-Agency Risk Assessment Conference) and a risk management plan set up to protect his former partner
- Good inter-agency co-operation and engagement throughout this very sensitive process
- Review process in place

### Positive outcomes

- Partner & her family have reported no further incidents to date
- There is no evidence to show that Mr A has re-offended however this case will continue to be reviewed at frequent intervals

## Case Study 2

### Introduction

Mr B's story proves that with will and determination on the offender's part, combined with effective partnership work of the various agencies and services falling within the Multi Agency Public Protection Arrangements it is possible to break the cycle of offending and achieve successful outcomes.

### Background

Mr B's offending started at the early age of 12. The seriousness of his offending escalated over time and resulted in intermittent and varying stays in prison. This included offences of assault occasioning actual bodily harm, burglary, robbery and the use of firearms. Owing to the persistence of his offending B was labelled by the authorities as a 'Persistent offender', and given his use of violence he was a high risk offender.

### Case summary

The initial attempt to release Mr B from Prison (following conviction for the most recent offences committed) proved unsuccessful.

Within a relatively short space of time of being released into the community he breached the conditions of his licence and was recalled back to Prison. In consequence the authorities were apprehensive about further attempts to release him again and this was where the co-ordinated response achieved through MAPPA 3 engagement proved critical.



Mr

### **Key factors in the successful management of this case**

- Constructive licence conditions for Mr B's release from Prison
- Weekly contact between the Approved Premises and Mr B's Offender Manager, Education, Training and Employment contacts
- Commitment by Mr B in developing basic skills (his participation in the Stepping Stones project) and pursuing further qualifications within his employment
- Mr B's participation with the Criminal Justice Interventions team, for preventative drugs relapse work
- Good liaison with the Approved Premises where Mr B was initially accommodated following his release from Prison and good follow-up by housing providers to establish a move on plan away from areas he previously offended in
- Effective monitoring by the Police (Dangerous Persons Management Unit)
- Good exchange of information between the various agencies

### **Positive outcomes**

- Following Mr B's release from prison he co-operated well with Probation and has not re-offended
- A decision was made by the panel that the risk of harm had been sufficiently reduced to allow effective management at Level 2
- Mr B is now in stable employment
- Mr B is about to take his driving test
- Mr B undertaking a professional qualification in Catering
- Mr B has a girlfriend who remains supportive
- There is no evidence of drugs misuse by Mr B

An additional important contribution is made to all the Nottinghamshire work on public protection by Probation Victim Contact Officers (VCOs). Where the victims of sexual and violent offences wish to have contact, VCOs supply a link between those dealing with the offender and the victim. Sometimes the information VCOs are able to contribute helps decide on appropriate licence conditions for those to be released from prison. Such conditions might include prohibitions on direct contact of named individuals, or exclusions from specified geographical areas. There is also an important contribution in making the panel aware of the effects of the offence(s) on the victims.

## 5. Nottinghamshire Statistical Information and Commentary

### 1. Category 1 MAPPA offenders: Registered Sex Offenders (RSO)

- i) The number of RSOs living in Nottinghamshire on 31st March 2007.

747
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Breakdown by policing division:

A Division (Mansfield & Ashfield)	166
B Division (Bassettlaw, Newark & Sherwood)	114
C Division (Nottingham City)	341
D Division (South Notts including Rushcliffe, Gedling & Broxtowe Boroughs)	126

- (a) The number of RSOs per 100'000 head of population.

72
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- ii) The number of sex offenders having a registration requirement who were either cautioned or convicted for breaches of the requirement, between 1<sup>st</sup> April 2006 and 31st March 2007

67
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- iii) The number of (a) Sexual Offences Prevention Orders (SOPOs) applied for  
(b) interim SOPOs granted and  
(c) full SOPOs imposed by the Courts in Nottinghamshire between 1<sup>st</sup> May 2006 and 31<sup>st</sup> March 2007.

a)	16
b)	12
c)	16

- iv) The number of (a) Notification Orders applied for  
(b) Interim Notification Orders granted and  
(c) full Notification Orders imposed by the Courts in Nottinghamshire between 1st May 2006 and 31st March 2007.

a)	0
b)	0
c)	0

- v) The number of Foreign Travel Orders  
(a) applied for and  
(b) imposed by the Courts in Nottinghamshire between 1<sup>st</sup> May 2006 and 31<sup>st</sup> March 2007

a)	0
b)	0

### 2. Category 2 MAPPA offenders: Violent offenders and other sexual offenders (V&OS)

- vi) The number of violent and other sexual offenders (as defined by Section 327 (3), (4) and (5) of the Criminal Justice Act (2003)) living in Nottinghamshire between 1<sup>st</sup> April 2006 and 31st March 2007

265
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### 3. Category 3 MAPPA offenders: Other offenders (OthO)

- vii) The number of 'other offenders' (as defined by Section 325 (2)(b) of the Criminal Justice Act (2003)) between 1st April 2006 and 31st March 2007.

74
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### 4. Offenders managed through Level 3 (MAPPP) & Level 2 (local inter-agency management)

- (viii) Identify how many MAPPA offenders in each of the three Categories (i.e. (1)- RSOs, (2)- V&O and (3)- OO above) have been managed through the MAPPP (level 3) and through local interagency risk management (level 2) between 1<sup>st</sup> April 2006 and 31st March 2007.

	Level 3	Level 2
RSO	10	93
V&O	12	112
OthO	1	73

- ix) Of the cases managed by the MAPPP at levels 3 or 2 (i.e.(viii)) between 1st April 2006 and 31st March 2007 how many, whilst managed at that level:

- (a) Were returned to custody for a breach of licence?  
(b) Were returned to custody for breach of a Sexual Offences Prevention Order?  
(c) Were charged with a serious sexual or violent offence?

	Level 3	Level 2
a)	2	68
b)	1	3
c)	0	3

## 1. Registered Sex Offenders

The number of sex offenders required to notify their name and address to the Police (commonly referred to as registered sex offenders) who were living in Nottinghamshire on 31<sup>st</sup> March 2007 has remained relatively static since the same time last year with an increase from 712 in 05/06 to 747 in 06/07. The increase in the number of sex offenders reflects the national trend. These figures are expected to increase, as registration periods are lengthy, sometimes for life.

The Police DPMU monitors the notification requirements of registered sex offenders and any breaches are acted upon. Over the past year, 67 registered sex offenders have been cautioned or charged with breaches of this requirement, demonstrating the robust and proactive monitoring regime in place within Nottinghamshire. The maximum sentence for breaching these requirements is 5 years imprisonment.

### Protecting the public through civil orders

The pro-active use of civil orders (introduced by the Sexual Offences Act 2003) is evidence of the close monitoring that high and very high-risk sex offenders receive.

**Sexual Offences Prevention Orders** place on an offender whatever prohibitions are necessary to protect the public. Nottinghamshire Police previously made good use of the forerunner to this order, the Sex Offender Order, and has continued this approach by utilising the new orders where appropriate. The Courts imposed 16 Sexual Offences Prevention Orders during the course of the year. This equates to a 78% increase on the previous year and brings the total of Sex Offender Orders and Sexual Offences Prevention Orders currently in force in our area to 61. The Nottinghamshire Police Legal Adviser ensures that applications for such orders are of a high and consistent standard and personally attends Court to present the information in support of the application. Nottinghamshire Courts are also using their discretion to make orders at the point of conviction and contributing to the future protection of the public.

## 2. Violent and Other Sexual Offenders

This relates to those offenders who have been convicted of certain offences, sentenced to 12 months or more imprisonment and who are now living in the community. They are in the main being supervised by the Probation Service. This year's figure is 265, which is slightly less than last year's (296 for 05/06)..

## 3. Other Offenders

The definition for this category of offender allows offenders who do not fall into the other two categories to be included within MAPPAs, if there are current concerns. The number of category 3 offenders residing in Nottinghamshire has significantly increased from 49 in 05/06 to 74 in 06/07. This equates to a 51% increase. The most probable explanation for the increase in this category is increased understanding and awareness of practitioners particularly in regard to Domestic violence cases.

## 4. Risk Management Levels

This year's report includes additional information about the management of offenders at Level 2 within the arrangements and provides a clearer picture of the degree of multi-agency working taking place to protect the public. During the reporting period covered by this annual report, 278 offenders were managed at this level. This represents an increase of 53% over the same period for the previous reporting year. We believe this is reflective of the rigorous scrutiny applied to all referrals, ensuring that we consistently manage individuals at the correct levels and further reflects the greater awareness and understanding throughout agencies involved in these processes.

### Breach of licence

Including both level 2 and 3 cases, 70 offenders have been returned to custody for breach of licence conditions. This is a 79% increase on last year's statistics and a significant indication of how rigorously the conditions of an offender's licence are enforced. Such conditions are put in place to control the offender's behaviour and thereby minimise risk. Where conditions are breached offenders are recalled to Prison to prevent the further escalation of risk. Such conditions are put in place to control an offender's behaviour and thereby minimise risk. Where conditions are breached offenders are recalled to Prison to prevent the further escalation of risk.

### Breach of Sexual Offences Prevention Orders

A further 4 offenders were returned to custody for breach of these orders which are again imposed to control behaviour.

### Serious further sexual or violent offences

It is not possible entirely to remove the potential for offenders to commit a serious further offence, and this year we have had 3 serious further offences. Whilst any serious further offence means personal tragedy for people in our community, this year's figures (representing 0.01% of the total of those managed at MAPPAs levels 2 and 3) suggest that the MAPPAs is generally succeeding in managing those offenders who pose the greatest threat to society. All cases of serious further offending are rigorously reviewed with learning points being addressed by the agencies involved.

## 6. The Strategic Management Board

The role of the SMB, which meets quarterly, is to monitor and review how the arrangements are operating, testing the quality and effectiveness of public protection work.



Members of the Strategic Management Board

The principle five points of Strategic Management Board are:

1. Monitoring and Evaluating the operation of the MAPPA, particularly that of MAPPPs
2. Establishing connections which support effective operational work with other Public Protection arrangements
3. Preparing and publishing the MAPPA Business Plan (included as Section 9 of this Annual report), Annual Report and promoting the work of the MAPPA
4. Planning the longer term development of MAPPA
5. Identifying and planning how to meet training and development needs

The SMB also ensures appropriate integration of public protection procedures with associated areas of work. Links with

Safeguarding Children Boards are well established. Work continues to establish the appropriate relationship between the MAPPA and Crime and Disorder Reduction Partnerships.

The SMB agrees the joint funding that provides for the appointment of the MAPPA Manager, MAPPA Strategy & Policy Officer and Administrative Assistant. These three posts have proved invaluable, ensuring the co-ordination of public protection work and supporting the work of the SMB. The continued commitment shown by the City and County Councils and Primary Care Trusts towards maintaining these posts is greatly appreciated.

The appointment of Lay Advisors ensures that a community interest is represented on the SMB, bringing a different perspective to the review and monitoring of MAPPA. Whilst Lay Advisors do not represent the public in the way (for example that local councillors do) in reporting to the community or canvassing community views they will bring the ordinary persons point of view. Their role is defined as being 'the critical friend'. We are currently in the process of appointing another Lay Advisor.



**Lay Advisor Yvette Price-Mear writes** "This is my third (and final) year of contributing to the MAPPA Annual Report. Since December 2004 I have represented the views of 'the person in the street' for Nottinghamshire on the

Strategic Management Board. I have felt privileged to voice the public view at SMB meetings and feel that I was encouraged to play a meaningful role in the discussions that took place. I gained an important insight into the type of cases being managed and I retain the greatest confidence in those arrangements. I think the presence of Lay

Advisors on the Strategic Management Board is a reminder to the members of their accountability to the public.

I have been greatly reassured to witness that not only is an immense amount of public protection work being done – but (more importantly) that this essential work is being done very well indeed. In my first Annual Report I commented that I felt privileged to

have been appointed as the first Lay Advisor in this unique position and I wish every success to the newly appointed Lay Advisors taking on the baton. I look forward with interest to see the further developments of the responsibilities that will enable them to play a more robust and active role in this vitally important area of work”.

## 7. Glossary

<b>DPMU</b>	Dangerous Persons Management Unit
<b>FTO</b>	Foreign Travel Order
<b>NHS</b>	National Health Service
<b>MAPPA</b>	Multi Agency Public Protection Arrangements
<b>MAPPP</b>	Multi Agency Public Protection Panel
<b>MAPPS</b>	Multi Agency Public Protection Strategy
<b>NO</b>	Notification Order
<b>NOMIS</b>	National Offender Management Information System
<b>NOMS</b>	National Offender Management Service
<b>OthO</b>	Other Offenders
<b>PCT</b>	Primary Care Trust
<b>RANSG</b>	Responsible Authority National Steering Group
<b>RSO</b>	Registered Sex Offender
<b>SFO</b>	Serious Further Offence
<b>SMB</b>	Strategic Management Board
<b>SOPO</b>	Sexual Offences Prevention Order
<b>ViSOR</b>	Violent and Sex Offender Register
<b>V&amp;OS</b>	Violent and Other Sexual Offenders
<b>YOS</b>	Youth Offending Service (County)
<b>YOT</b>	Youth Offending Team (City)

## 8. Contacts

### The Responsible Authorities:

National Probation Service, Nottinghamshire Area	Head Office Marina Road Castle Marina Nottingham NG7 1TP	0115 8406500
Nottinghamshire Police	Sherwood Lodge Arnold Nottingham NG5 8PP	0115 9420999
Prison Service	Empriss House Harcourt Way Meridian Business Park Leicester LE19 1WP	0116 2814007

### General enquiries for further information about MAPPA

Sarah West - MAPPA Manager	Holmes House Ratcliffe Gate	01623 483052
Yvonne Dales – Policy & Strategy Officer mappa@nottinghamshire.pnn.police.uk	Mansfield Nottinghamshire NG18 2JW	

### Victim Services

National Probation Service Nottinghamshire Area Victim Contact Team  victim.contact@ottinghamshire.probation.gsi.gov.uk	Castle Marina Nottingham NG7 1TP	0115 9082970
Victim Support  Nottinghamshire@victimsupport.org.uk	2 King Edward Court King Edward Street Nottingham NG1 1EL	0115 8523508
Young Witness Service  Sue.Younger@victimsupport.org.uk	278/280 Huntingdon Street Nottingham NG1 3LY	0115 9934247

## 12. The Nottinghamshire MAPPA Three Year Business Plan 2007/8/9

AIM 1	MONITORING & EVALUATION STRATEGY				
	OBJECTIVE	KEY TASKS	MILESTONES	RESOURCE	MEASUREMENT/OUTCOMES
1.1	Evaluating the effectiveness of MAPPA meetings and panels	<p>Commission periodical case and quality audits of level 2 and 3 meetings</p> <p>Produce outcome focused quality and quantitative management information to the SMB each quarter.</p> <p>Spot audit MAPPA meetings using a standard template</p> <p>Serious further offence screenings and full reviews to be presented to the board for consideration of any lessons learned.</p> <p>Current case files/recording to be reviewed and amended to assist case management and audit</p>	<p>November 2007</p> <p>Quarterly</p> <p>Ongoing</p> <p>Ongoing</p> <p>Ongoing</p>	<p>QA Sub - committee</p> <p>Policy &amp; Strategy Officer</p> <p>SMB/Policy &amp; Strategy Officer</p> <p>Director Offender Management</p> <p>Policy &amp; Strategy Officer/MAPPA Manager</p>	<p>Active ongoing analysis of MAPPA performance across the area.</p> <p>SMB to be satisfied consistent acceptable standards are in place.</p> <p>To identify areas of good practice and for improvement.</p> <p>Lessons are learnt and practices adapted where appropriate</p> <p>To maintain an effective assurance framework which includes monitoring and evaluating MAPPA</p>
1.2	Development of multi-agency Public Protection Indicators	In line with proposed national agreed performance indicators SMB to agree 3 performance indicators for 07-08 and monitor provided national performance indicators are not produced in interim	To be agreed by SMB	SMB members	Improved MAPPA performance against selected indicators and overall quality improvement

AIM 2	RESEARCH & DEVELOPMENT STRATEGY				
	OBJECTIVE	KEY TASKS	MILESTONES	RESOURCE	MEASUREMENT/OUTCOMES
2.1	<p>Review the development of MAPPA in response to legislative and wider criminal justice changes</p> <p>Implement revised national MAPPA guidance and amend protocols/procedure accordingly</p>	<p>Review the implementation plan previously produced following analysis of current practice against home office research conducted by De Montfort University and address any identified gaps.</p>	<p>Ongoing</p> <p>Anticipated release for National MAPPA guidance Oct 2007</p>	<p>SMB/Policy &amp; Strategy Officer</p>	<p>National guidance reviewed and any necessary changes implemented</p> <p>Consistent understanding of roles and responsibilities within the local MAPPA area.</p>
2.2	<p>Develop and strengthen links with all duty to co-operate agencies and other stakeholders</p>	<p>Devise a MAPPA Service Level Agreement</p> <p>Continue to progress the co-location and joint working initiatives</p> <p>Build a relationship with the courts Service and CPS, establishing lines of communication and develop disposals guidance</p>	<p>Ongoing</p>	<p>Policy &amp; Strategy Officer</p> <p>Deputy Director of Offender Mgt &amp; D/Supt PPU</p> <p>SMB Chair</p>	<p>Improved risk management through closer joint working or joining up existing structures</p> <p>Better understanding of MAPPA issues within the CPS, consistency in prosecutions policy &amp; early identification of MAPPA offenders by the courts</p>
2.3	<p>Strengthen connections between MAPPA practitioners and the SMB</p>	<p>SMB to be regularly attended by representatives of all duty to co-operate agencies</p> <p>Engage with those that do not attend via single agency meetings</p>	<p>Ongoing</p>	<p>MAPPA SMB Chair</p> <p>Policy &amp; Strategy Officer/MAPPA Manager</p>	<p>SMB strengthened by DTC contributions &amp; increased relevance of SMB meetings to DTC agencies</p> <p>Strengthening of strategic partnerships with agencies and other strategic bodies</p>

2.4	Continue to develop the administrative support function within MAPPA	Information management systems to be reviewed in light of increased demands of MAPPA co-ordination and requirements of the annual report	Ongoing	Probation R & D, DPMU & Policy & Strategy Officer	Effective business management of MAPPA
2.5	Identify key financial contributors to the MAPPA	Annual financial report to be submitted to the board  Manage delivery of service within the budget	Review at quarterly SMB meetings-	Probation Finance officer/Deputy Director Offender Management	Service delivered within the budget.
2.6	Review the core membership of standard level 2 meetings	Produce a report with recommendations to the SMB for decision		Policy & Strategy Officer	Establishment of the most effective and efficient method of MAPPA meetings Consistent attendance by core members of DTC agencies

<b>AIM 3</b>	<b>COMMUNICATION STRATEGY</b>				
	<b>OBJECTIVE</b>	<b>KEY TASKS</b>	<b>MILESTONES</b>	<b>RESOURCE</b>	<b>MEASUREMENT/OUTCOMES</b>
3.1	Develop a pro-active communications & media strategy	Consider plans for local MAPPA conference  Development of the strategy to consider utilising existing partnership arrangements such as LCJB's communication officer and Public confidence sub-group.		SMB members  Policy & Strategy Officer	To improve understanding, enhance public confidence & increase awareness amongst communities of the work of MAPPA.

		<p>Consider the benefit of having a Media and Marketing Officer attend the SMB, and developing the use of the internet as a communication and consultation tool.</p> <p>Prepare and publish the Nottinghamshire MAPPA Annual report</p>		<p>SMB members</p> <p>Policy &amp; Strategy Officer/ SMB</p>	<p>Public confidence agenda enhanced through public engagement and publication of annual reports &amp; enhanced proactive publications</p>
3.2	<p>Establish connections which support effective operational work with other public protection arrangements</p>	<p>Attend relevant Boards and meetings to promote the work of MAPPA</p> <p>Maintain connections with both City &amp; County local Safeguarding Children/Adult Boards.</p> <p>Agree the nature of connections with local crime and disorder partnerships and put into operation</p> <p>Agree the nature of connections with both local Criminal Justice Boards and put into operation</p>	<p>Ongoing</p> <p>Ongoing</p> <p>Ongoing</p> <p>Ongoing</p>	<p>SMB members</p> <p>SMB members</p> <p>SMB members</p> <p>SMB members</p>	<p>Improved and wider understanding of MAPPA in other linked areas</p> <p>Consistent dissemination of information to key operational MAPPA leads in the local area</p> <p>Improved liaison and support by other public protection groups</p> <p>To achieve awareness amongst key partners of MAPPA and to maximise opportunities for joint training</p>
3.3	<p>Create communication system for the distribution of guidance and good practice which is shared from responsible authority national steering group</p>	<p>To be provided by MAPPA administration</p>		<p>SMB members</p>	<p>More timely and structured communication</p>

AIM 4	TRAINING STRATEGY				
	OBJECTIVE	KEY TASKS	MILESTONES	RESOURCE	MEASUREMENT/OUTCOMES
4.1	Identify & provide support / training to MAPPA level 2 chairs	Devise induction and training programme for MAPPA chairs  Intrusive supervision of Level 2 chairs		SMB members/ MAPPA Manager	To enable managers chairing MAPPA meetings to do so with confidence and competence  Promote consistent working practices.
4.2	Identify and provide support to SMB members	Establish an induction pack for new SMB members and Lay Advisors  Support the attendance of lay members at local and national training events  An annual regional conference will be held for SMB members to share national developments and best practice		MAPPA Manager/Policy & Strategy Officer	To improve the lay advisors understanding of the local MAPPA processes resulting in informed participation of SMB activities  To ensure all practitioners working within MAPPA are fully informed of legislation, risk assessment, risk management, tools available, roles, and responsibilities.
4.3	Develop consistently high standards in Administrative practice	Appointment of level 2 administrator to promote consistency in minute taking, action logging etc	Level 2 Administrator commences appointment July 2007	MAPPA Manger/Level 2 chairs	Consistent quality of minute taking and data collection
4.4	Identify and plan how to meet common training needs of those working within MAPPA	A minimum of one Nottinghamshire MAPPP training day per annum.  Attend National MAPPA Co-ordinators conference	November 2007	MAPPA Manager/Panel members  MAPPA Manager/Policy & Strategy Officer	To provide ongoing training to ensure MAPPA practitioners are kept informed of good practice and legislative developments that support MAPPA  More effective business processes and risk management

		<p>MAPPA Manager to feed back to the SMB areas for training/development highlighted at MAPPPs</p> <p>MAPPA Manager/Strategy &amp; Policy Officer to provide awareness raising &amp; training events</p> <p>Development of a year Plan for MAPPA training for all agencies</p> <p>To source and/or develop joint training for staff in relevant</p>	<p>Quarterly SMB</p> <p>Ongoing</p>	<p>MAPPA Manager</p> <p>MAPPA Manager/Policy &amp; Strategy Officer</p> <p>SMB Chair/MAPPA members</p>	<p>To deliver a quality training programme to heighten awareness amongst practitioners and facilitate communication between colleagues.</p> <p>Improve knowledge and skills of all MAPPA staff at strategic and operational levels</p> <p>Include MAPPA training within current joint agency training courses</p>
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## Appendix A

### MAPPA Awareness Raising Presentations

28	February 2006	Safeguarding Children "Working with Dangerous Families"
9	March 2006	Catholic Diocese of Nottingham (Newark) – Family Care
16		NCPVA - Adult Protection and MAPPA
27		Residential Social Landlords – MAPPA duty to cooperate
3	April 2006	Forest House NHS Trust – Health professionals and MAPPA
5		Bassetlaw District Council – MAPPA and Housing needs
6		Catholic Diocese of Nottingham (Mackworth) – Family Care
12	June 2006	Rampton Hospital – MAPPA presentation to patients
5	September 2006	Medina Muslim Residential School – presentation to staff
7		Ashfield District Council - MAPPA and Housing needs
29		Nottinghamshire Police - MAPPA presentation to CAIU staff
4	October 2006	Social Services - MAPPA presentation to Meadow House staff
9		CPS - MAPPA presentation
10		HMP Whatton – MAPPA presentation to SOTP staff
12		Kings Mill – MAPPA presentation to NHS front line staff
17		PPD seminar - MAPPA presentation to senior police managers
13	November 2006	Social Services - MAPPA presentation to Daybrook staff
15		Social Services - MAPPA presentation to Newark staff
22		MAPPA presentation to County based CAIU staff
19	January 2007	Nottingham Trent University Criminology Lecturers
25		Nottingham Trent University Criminology Students
31		Newark and Sherwood Primary Heads
5	February 2007	MAPPA and "Working with dangerous families" event, Edwinstowe
7		Gedling Primary Heads
7		Broxtowe Secondary Heads
15		Nottingham City Hospital Social Services Staff
22		Police Public Protection Staff
23		Nottinghamshire Healthcare NHS Trust
26		Nottingham City neighbourhood Services Managers
28		Mansfield Secondary Heads
7	March 2007	Broxtowe Borough Council Secondary Heads
8		MAPPA input to the Roman Catholic Family Protection Conference
12		Internet Child Abuse Presentation to Mansfield & Newark Probation
27		MAPPA Presentation at the City Safeguarding Children Networks, Aspley
30		MAPPA Presentation at the City Safeguarding Children Networks, Clifton

## Public Events and Key Communications

3 March 2006	Probation Service Sentencers Event
April, May & September 2006	Local Authority Head teachers
August and September 2006	Private and Faith school Head teachers –Leisure Centre Managers
October 2006	Child Care Services Providers – Notts Police Divisional Commanders
November 2006	All Nottinghamshire Members of Parliament

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protection through partnership