



# MAPPA

## Annual Report 2013/2014

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Multi-Agency  
Public Protection  
Arrangements

**Humberstone Area**



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# Introduction

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We are pleased to present the 2013-2014 Multi-Agency Public Protection Arrangements (MAPPA) Annual Report for Humberside.

Protecting and safeguarding the public from harm caused by sexual and violent offenders remains a key priority for the MAPPA Responsible Authority (Police, Probation and Prison) in conjunction with all our highly committed Duty to Co-operate Partner Agencies.

Despite unprecedented change and re-organisation across the Criminal Justice System, we are proud to present an Annual Report which reflects the continued evidenced success of MAPP Arrangements across Humberside. Whilst we cannot eliminate risk entirely, the public can

be reassured that agencies are working together relentlessly to manage those offenders who pose the greatest risk to our local communities in order to prevent more victims.

This Annual Report evidences the pro-active and partnership approach by a wide range of committed and dedicated staff and agencies in managing and reducing the risks presented by serious sexual and violent offenders, often presenting with a wide range of complex issues.

The Report also highlights the many achievements, developments and continued commitment to innovation and improved practice across Humberside.

*We commend this report to you.*



**Allison Watson,**  
Deputy Governor  
HMP Hull Yorkshire  
and Humberside



**Justine Curran,**  
Chief Constable  
Humberside Police



**Kate Munson,**  
Chair of the MAPPA  
Strategic Management Board  
Head of Humberside NPS  
(Hull and East Riding)  
National Probation Service  
North East Division



# What is MAPPA?

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## MAPPA Background

(a) MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders (MAPPA-eligible offenders) under the provisions of sections 325 to 327b of the Criminal Justice Act 2003.

(b) They bring together the Police, Probation and Prison Services in each of the 42 Areas in England and Wales into what is known as the MAPPA Responsible Authority.

(c) A number of other agencies are under a Duty To Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Trusts, Youth Offending Services, UKBA, Jobcentre Plus and Local Housing and Education Authorities.

(d) The Responsible Authority is required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from each of the Responsible Authority and Duty to Co-operate agencies.

(e) Lay Advisers are members of the public with no links to the business of managing MAPPA offenders and act as independent, yet informed, observers; able to pose questions which the professionals closely involved in the work might not think of asking. They also bring to the SMB their understanding and perspective of the local community (where they must reside and have strong links).

# What is MAPPA?

## How MAPPA works

MAPPA-eligible offenders are identified and information about them is shared by the agencies in order to inform the risk assessments and risk management plans of those managing or supervising them.

In the majority of cases that is as far as MAPPA extends but in some cases, it is determined that active multi-agency management is required. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.

There are 3 categories of MAPPA-eligible offender:

- Category 1 - registered sexual offenders;
- Category 2 – (in the main) violent offenders sentenced to imprisonment for 12 months or more; and
- Category 3 – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm.

There are three management levels intended to ensure that resources are focussed upon the cases where they are most needed; generally those involving the higher risks of serious harm. Level 1 involves ordinary agency management (i.e. no MAPPA meetings or resources); Level 2 is where the active involvement of more than one agency

is required to manage the offender but the risk management plans do not require the attendance and commitment of resources at a senior level. Where senior oversight is required the case would be managed at Level 3.

MAPPA is supported by ViSOR (Violent and Sex Offender Register). This is a national IT system for the management of people who pose a serious risk of harm to the public. The police have been using ViSOR since 2005 but, since June 2008, ViSOR has been fully operational allowing, for the first time, key staff from the Police, Probation and Prison Services to work on the same IT system, thus improving the quality and timeliness of risk assessments and of interventions to prevent offending. The combined use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when these high risk offenders move, enhancing public protection measures.

The England and Wales Annual Report is published online at:

<https://www.gov.uk/government/organisations/ministry-of-justice/series/multi-agency-public-protection-arrangements-mappa-annual-reports>



# MAPPA Statistics - Humberside

## MAPPA Statistical Tables 2013 - 2014

<b>MAPPA-eligible offenders on 31 March 2014</b>	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1030	278	-	1308
Level 2	5	5	3	13
Level 3	2	0	0	2
Total	1037	283	3	1323

<b>MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)</b>	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	34	32	23	89
Level 3	8	5	1	14
Total	42	37	24	103

<b>RSOs cautioned or convicted for breach of notification requirements</b>	41	<b>Restrictive orders for Category 1 offenders: SOPOs, NOs &amp; FTOs imposed by the courts</b>	SOPOs	72
			NOs	0
			FTOs	0

### Level 2 and 3 offenders returned to custody:

<b>Breach of licence</b>	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	4	4	4	12
Level 3	1	0	0	1
Total	5	4	4	13

<b>Breach of SOPO</b>	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	1	-	-	0
Level 3	2	-	-	2
Total	3	-	-	3

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	127
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This figure has been calculated using the Mid 2013 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics on 26 June 2014, excluding those aged less than ten years of age.

# Explanation commentary on statistical tables

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*The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2014 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2013 to 31 March 2014.*

## *(a) MAPPA-eligible offenders*

There are a number of offenders defined in law as eligible for MAPPA management, because they have committed specified sexual and violent offences or they currently pose a risk of serious harm, although the majority (98.9% this year) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

## *(b) Registered Sexual Offenders (RSOs)*

Those who are required to notify the police of their name, address and other personal details and to notify any changes subsequently (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence which carries a maximum penalty of 5 years’ imprisonment.

## *(c) Violent Offenders*

This category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.

## *(d) Other Dangerous Offenders*

Offenders who do not qualify under the other two MAPPA-eligible categories, but who currently pose a risk of serious harm which requires management via MAPP meetings.

## *(e) Breach of licence*

Offenders released into the community following a period of imprisonment of 12 months or more

will be subject to a licence with conditions (under probation supervision). If these conditions are not complied with, breach action will be taken and the offender may be recalled to prison.

## *(f) Sexual Offences Prevention Order (SOPO)*

A court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender’s behaviour in the community. The full order lasts for a minimum of five years, and can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender loitering near schools or playgrounds. If the offender fails to comply with (i.e. breaches) the requirements of the order, he can be taken back to court and may be liable to up to five years’ imprisonment.

## *(g) Notification Order*

This requires sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court for a notification order in relation to offenders who are already in the UK or are intending to come to the UK in custody.

## *(h) Foreign Travel Orders*

These prevent offenders with convictions for sexual offences against children from travelling abroad where this is necessary to protect children from the risk of sexual harm.

# Key Achievements during 2013/14

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Achievements and progress can be seen at Operational and Strategic Levels; both Nationally and Locally.

- The Government's 'Transforming Rehabilitation' strategy has been successfully implemented across Humberside.
- A comprehensive MAPPA Level 2 and Level 3 Minute Audit has been undertaken by an Independent Auditor to ensure compliance with the recommendations from the Thematic Inspection and previous Audits. The Independent Auditor along with the MAPPA Performance and Quality Assurance (PQA) Sub Group developed an Action Plan to ensure that all recommendations from the audit were implemented.
- MAPPA Foundation Training has been delivered to all Job Centre Plus Offices across Humberside.
- Implementation of a Protocol between the MAPPA Strategic Management Board (SMB) and Local Safeguarding Children Boards across the 4 Local Authorities.
- The GPS Tracking of MAPPA offenders has been implemented and the suitability for a MAPPA offender to be GPS tracked is regularly discussed at MAPPA meetings.
- Polygraph Testing Licence Condition is requested where the MAPPA offender is deemed as suitable and the licence condition is seen as necessary and proportionate.
- MAPPA is seen as a priority within the New Health Structure.
- Specialist Training regarding Personality Disorder and Learning Disability has been delivered to the Responsible Authority and Duty to Cooperate Agencies.
- The Police and Crime Commissioner is regularly updated with regards to MAPPA and has an open invite to the MAPPA SMB.
- A Strategic Management Board Development Event was held in March 2014 and was attended by all SMB Members. This focused on the key business risks, future priorities and to ensure MAPPA continues to be delivered at the highest of standards across Humberside during 2014/15.

## Future Priorities for 2014/15

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- A MAPPA Minute Dip Sample Audit will be undertaken to ensure that all recommendations from the MAPPA Minute Audit conducted in 2013 have been implemented.
- The MAPPA Serious Case Review Independent Auditor to present his findings on the MAPPA Serious Case Review to the SMB in September 2014.
- MAPPA Research to be commenced on the prevalence of Sex Offenders in the Humberside Area with progress updates to be presented to the MAPPA SMB.
- Implementation of an Information Sharing Protocol with Mental Health Units within Humberside to ensure appropriate identification of MAPPA offenders in the Humberside area and information is shared accordingly.
- To increase the usage of ViSOR within the National Probation Service (NPS).
- Active Risk Management System (ARMS) to be embedded into practice for identified NPS staff and Humberside Police.
- Implementation of The Youth Offenders with Complex Needs Action Plan, submitted by Humberside Youth Offending Services Representatives.
- To implement (where appropriate) the Four Pillars Risk Assessment Model at MAPPA Level 2 and Level 3 Meetings.
- To ensure that Victim Contact provision in relevant cases is given a high profile within MAPPA SMB meetings.
- To devise and implement a MAPPA Assurance Challenge Event for the Responsible Authority and Duty to Cooperate Agencies.



# The CRC and MAPPA

## Humberside, Lincolnshire and North Yorkshire Community Rehabilitation Company - MAPPA and Risk

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Although Humberside Probation Trust remained in operation beyond 31st March 2014 (as the original date set to form the National Probation Service (NPS) and the Community Rehabilitation Company (CRC) was extended until 1st June 2014) that period between September 2013 and the end of March 2014 focussed, within Humberside, upon the establishment of two distinct organisations with differing responsibilities for delivering probation services. The Humberside, Lincolnshire and North Yorkshire CRC formed on 1st June 2014 becomes responsible for the management of offenders assessed as presenting either a medium or low risk of serious harm together with the delivery of a number of accredited programmes including those which target domestic abuse and the delivery of Community Payback to all offenders regardless of their assessed level of risk. Although each organisation has its distinct responsibilities both remain fully committed and conscientious in working together towards safeguarding (children and adults), managing risk and making communities safer. When delivering services to NPS managed offenders the CRC remains focussed upon overseeing all issues linked to the management of risk and the reduction of harm and ensuring all pertinent information regarding these offenders is passed to NPS colleagues.

The CRC has a number of specific strategic priorities where although there is a clear focus on working with partners and stakeholders to reduce re-offending an equal priority is given to working in cooperation with all partners to deliver public protection. This has been translated into

a clear CRC strategic objective to demonstrate collaborative and effective working with the NPS to enhance public protection and victim safety. This objective will require officers working within the CRC (as all probation offender managers have done previously) to continually assess risk, put in place plans and strategies to manage and reduce that risk and in those cases where risk has escalated to high/very high effect a transfer of the case to NPS colleagues.

Although the CRC will not be working directly with actively managed MAPP offenders the CRC will be expected to ensure that those offenders who do pose a risk of serious harm and fall into MAPPA Category 3 are properly identified. Again following identification and referral into MAPPA it is extremely likely, if active MAPPA management is assessed as being required, the CRC will follow the risk escalation process and effect a transfer to the NPS.

The Humberside, Lincolnshire and North Yorkshire CRC is not part of the MAPPA Responsible Authority nor is it a required member of the local MAPPA Strategic Management Board. It will however work in tandem with NPS colleagues at all levels to ensure that wherever required collaborative working takes place to make certain that violent and dangerous offenders are managed in such a way to ensure that communities remain safe and known victims are protected.

**Kevan J Fridlington**  
**HLNY Community Rehabilitation Company.**

# Through the Gate and Multi-Agency Public Protection Arrangements

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MAPPA is a well established system of dealing with those offenders who pose a significant risk of serious harm to others.

It's effectiveness relies largely on the close working relationships that the Responsible Authority (Police, Prison & Probation) have with those agencies that have a duty to co-operate. The Responsible Authority must;

- ensure that it identifies all MAPPA offenders
- share information safely and securely
- risk assess offenders
- manage offenders through the most suitable Risk Management Plans.

Through The Gate Procedures are a part of the Transforming Rehabilitation reforms that the Secretary of Justice is introducing to better manage offenders during custody and post release. The reforms comprises of;

- The opening up of the market to a range of new rehabilitation providers who are incentivised through payment by results to reduce reoffending.
- A new public sector National Probation Service (NPS) which will be a part of the National Offender Management Service (NOMS). The NPS will manage those offenders who pose the highest risk of serious harm and who have committed the most serious of crimes.
- The extension of supervision to nearly all offenders when leaving custody.

The majority of Probation Services until 1st June 2014 were run by 35 Probation Trusts under contract to NOMS. There are 21 CRC's (Community Rehabilitation Companies) each of which provide services within its contract package area (CPA). The CRC's will be owned and run by successful bidders, and will deliver rehabilitation services under contract to NOMS.

It is the intention of NOMS to release offenders from nominated Resettlement Prisons within one

of the nominated CPA's. The Resettlement Prisons are geographically aligned within the CPA. In the CPA that covers the Humberside Probation Area the Resettlement Prisons are: HMP Hull (those serving under 12 months), and HMP Humber (those serving 12 months and over). Those serving under 12 months will remain at HMP Hull for the duration of their sentence and will receive continued delivery of resettlement services. Offenders in their last 6 months of custody will be transferred to a Resettlement Prison where the CRC will be able to engage and work with the offender prior to release and through the gate for post release supervision. For example, an offender serving 10 years at HMP Wakefield but who will be discharged into Humberside will be transferred to either HMP Hull or HMP Humber for the last 6 months of sentence. This way the offender will receive the localised resettlement services that are relevant to Humberside.

CRC's will deliver the sentence of the court for each offender allocated to them to manage and in doing so will seek to rehabilitate offenders and reduce reoffending. CRC's cases will fall into two broad categories (1) offenders released from custody on a licence or supervision period and (2) offenders subject to Community Orders or Suspended Sentence Orders.

The NPS will still manage those offenders who pose the most serious risk of harm, including all Registered Sex Offenders; it is this cohort who are subject to MAPPA. The new CRC's will deal with Low or Medium risk offenders. MAPPA will be paramount in the thinking of all agencies no matter which group of offenders they are dealing with. Close liaisons between the NPS and the CRC's will continue to ensure that any increase in risk is assessed, managed and monitored following robust management protocols. There will, in my opinion, be little impact on the current MAPPA principles.

**Head of Offender Management Unit  
HMP Hull**

# How the prison service contributes to the MAPPA process

In or out of custody, violent and sexual offenders present complex challenges and the Prison Service has a crucial role to play in their management. Prison staff possess a wealth of information relating to an offender's behaviour and attitude, their engagement in accredited programmes and other activities and close contacts with other offenders in prison or in the community.

In custody, the Interdepartmental Risk Management Teams (IRMTs) are responsible for the management of MAPPA and other public protection cases that will include those who present the highest risk of serious harm to the

public. The IRMT make valuable contributions to the risk assessment, risk management and sentence planning for these offenders which all feeds into the MAPPA process. Information sharing between HMPS and MAPPA is essential in successful risk management.

The IRMT links directly with Offender Management Units and the work of the Offender Manager and Offender Supervisor who prepare Assessments prior to release. They share this information with MAPPA panels via the MAPPA Offender Information Sharing Form (Annex F to the Public Protection Manual) and by attending MAPP meetings.

## Case Study

*Mr X was sentenced to 7 years imprisonment for serious sexual offending.*

*Mr X transferred to HMP Hull and was placed on the PIPE Unit to prepare for release following the completion of a number of offender behaviour programmes including the Sex Offender Treatment Programme. The PIPE Unit is a Psychologically Informed & Planned Environment designed to work with sex offenders who are transitioning from prison to the community or from secure conditions to open conditions.*

*In the last 6 months of Mr X's sentence he was managed as a MAPPA level 3 offender. A Panel meeting was arranged pre-release and I had the responsibility of providing MAPPA with the Annex F summarising Mr X's progress in custody and his attitude and behaviour. Whilst completing the Annex F it came to my attention that Mr X was in contact with another offender with similar offending behaviour. This offender had recently been released to the approved premises that Mr X was intending to be released to. To prevent potential co-commissioning of further offences and to protect the public it was decided that the approved premises intended for Mr X needed to be re-assessed and new approved premises was located.*

*Working closely with the MAPPA panel by continuously sharing information an action that needed completing was to keep Mr X updated of the plans for his release. I kept him informed of licence conditions explaining the restrictions that he had to adhere to and ensured that he fully understood them and responded to queries that he had.*

*Leading up to the release of Mr X, I worked closely with the RMO (Risk Management Officer) and the Probation Officer planning the safe and secure release of Mr X. Due to exclusion zones that were in place it meant that as soon as Mr X was released from HMP Hull he would be in breach of his licence conditions. Plans were devised that the RMO and Probation Officer would collect Mr X and remove him from the exclusion zone and take him to the approved premises. This meant working closely with the Discharging Officer in the prison to ensure Mr X was discharged at the designated time, to avoid complications.*

*Mr X has, since his release, fully cooperated with Licence Conditions*

**Offender Supervisor  
HMP Hull**





# Humberside Police's Restructure

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In April 2015, the force goes live with the new operating model - moving away from the current 'geographical' policing of our boundaries. It will be a more cohesive and effective 'functional' format, allowing the force to deal with the two main challenges it faces.

Under the comprehensive spending model, the force needs to make substantial savings, on top of the £30 million it has already achieved, whilst at the same time ensuring that the service to the public we deliver is improved; giving the visibility, accessibility and reassurance they require.

The first element of the Specialist Command to be established is the Protecting Vulnerable People (PVP) Unit, which was established in April 2014.

The team combines all of the PVP specialists from across the force area with those previously working at the centre. The Risk Management Officers form part of this team and are standardising processes force-wide, offering resilience to each other ensuring the most dangerous offenders can be managed effectively.

The Risk Management Officers are already engaging more with colleagues in the Neighbourhood teams, with the intention that those staff will act as 'eyes and ears' for the Risk Management Officers, ensuring more of the police family are actively engaged in protecting the public.

## Operations Command

- Provides emergency response capability
- Overlaying resource availability to customer demand
- Deals with all straightforward crimes/incidents (60% of demand)
- Increased use of alternative to arrest outcomes

## The Hub

- Streamlines call handling functions
- Fully in control of all force resources, ensuring right resource sent first time whenever possible
- Ensures consistent approach delivered force wide
- Appointments managed to better meet public expectations

## Communities Command

- Crime reduction and crime investigation where problem solving is required (victim/offender/location)
- Proactive response to crime and offender patterns
- Builds on foundation of neighbourhood policing
- Targeting areas of greatest need
- Drawing together specialists to contribute to lasting solutions

## Specialist Command

- Highly qualified, specialist resources
- High impact or complex incidents / crimes
- Resources allocated on a threat, harm and risk matrix

## Enabling Services

- Finance and Business support
- Human Resources
- Information Services Branch
- Legal
- Professional Standards Branch

# Polygraph Testing for Sex Offenders

Following a successful pilot of polygraph testing for sexual offenders there is now an inclusion in certain sex offender licences to comply with polygraph testing. Offenders have to be 18 years and older, sentenced to 12 months (or over) imprisonment and assessed as a High or Very High Risk of serious sexual harm.

The findings from the research indicated that mandatory polygraph testing proved to be an effective tool in the management of adult sexual offenders as it helped to elicit more clinically significant disclosures. This led to a change in how sexual offenders were managed, supervised, and risk assessed. Offender Managers working with those who were given the polygraph test reported being better able to challenge offenders than those working with sexual offenders who were not tested. Offender Managers said they felt better equipped to take actions to enhance risk management using the information obtained from testing. Offenders said that (although they did not like being tested) knowing they were to be tested helped them better manage their behaviour and assisted them in understanding their licence conditions more clearly.

The polygraph measures heart rate, blood pressure, breathing rate, sweating and countermeasures.

## *What can the polygraph test and/or information from the test be used for?*

- To monitor and enhance compliance with other licence conditions
- To enable Offender Managers to take appropriate actions to manage risk, depending of the results of the polygraph test - e.g. share information with MAPPA, increase home visits, recall the offender (where appropriate)
- To enable the Offender Manager to review and revise risk management plans
- To recall the offender for trying to 'trick' the test or for non-compliance with the polygraph tester's instructions.
- To recall the offender if he/she discloses that they have not complied with other licence conditions, e.g. entered an exclusion zone.
- To monitor contact with known victims/potential victims (e.g. children)
- Monitor dynamic risk factors (e.g. use of pornography, substance abuse, sexual pre-occupation, collapse of social supports, and hobbies.

## *What the polygraph test and/or information from the test cannot be used for*

- To recall the offender for failing the test without other information. Recall cannot be instigated solely because the offender gives answers which indicate deception.
- To determine guilt or innocence in a criminal court
- As a replacement for other interventions such as a treatment programme or structured supervision.

**Chris Brookes**  
**MAPPA Coordinator**  
**National Probation Service**

# The Voice of the Victim in MAPPA

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One of the key strengths of the MAPPA is a clear focus on the victim.

Victim issues are central to establishing who is at risk, what is the nature of the risk and what steps can be taken to protect those identified parties. Victim Liaison Officers (VLOs) as core members of MAPPA, are uniquely placed to facilitate the contribution of victim information through sharing their knowledge and expertise on both generic or specific case involvement.

VLOs, representing the National Probation Service provide a confidential information service to victims of serious crime on a daily basis. Such victims who have often, through the nature of the offences, suffered significant physical, emotional or psychological trauma and from which recovery can prove to be a very difficult if not an impossible journey.

There is statutory entitlement to the Victim Contact Scheme for victims of serious crime where the offender receives a custodial sentence of 12 months or more. Not all victims or their families choose to take up the offer of the scheme when the offender is initially sentenced to custody.

MAPPA's focus on managing the risk of those offenders who have the potential or will be released back into the community enables further opportunities to consult with the victims in respect of the resettlement plans of offenders through the assistance of the dedicated VLOs. This ensures that a victim's initial decision not to engage in the Victim Contact Scheme does not prohibit them from participation at a future point.

VLOs are able to highlight to MAPPA the need to take into account any sensitive data issues which may affect the time of when or how such contact

takes place with the victim or their representative.

Victims are consulted about the ongoing impact of the offence, any specific views and concerns they may have about the offender in relation to their own circumstance. Consideration is given to the kinds of measures which can be used to protect the victim and the duration to which it can be enforced. Victims are provided with relevant information about the offender's circumstances to assist in the development of safeguarding plans which are appropriate to the circumstances. This would include information about the resettlement plans for the offender, the duration of any period of supervision and licence conditions. Such conditions might include prohibiting the offender from entering a specific geographical area, setting curfew times during which the offender must be within their residence, prohibiting contact with named parties. The VLO can liaise with other partner agencies to secure additional protective measures such as a fire safety checks, neighbourhood policing teams, liaison with other victim support services.

VLO contact with victims is maintained throughout the offender's period of supervision. The nature and length of contact is determined by the unique circumstances of each case.

The Victim Unit seeks feedback from victims and their families on their experience of the Victim Contact Scheme. This allows us to review practice and procedures, identify areas for further improvement, building on existing services as we aim to provide the best possible service to victims and the local communities we serve.

**Pam Dent**  
**Victims Manager**  
**National Probation Service**





# Children Safeguarding and MAPPA

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I have been a member of the SMB for the past 5 years. In Children's Social Care we greatly appreciate the quality of the partnership arrangements with MAPPA. Clearly, MAPPA is central to all of our collective efforts to keep children safe in Hull. I believe the relationships between key partners at both a strategic and operational level are exemplary in this regard and that as a result, despite significant change and upheaval across all sectors and at all levels, key, critical continuities have been ensured. This means confidence and security about the operational and practical arrangements 'on the ground' to keep children safe have not been compromised.

In Children's Social Care we have fully embraced the recommendations of the Munro Review of Child Protection in England. This has meant reviewing the whole system of social care, end to end, placing children, young people and families at the centre of the re-design that is now underway. We have invested a significant amount in staff training and the development of systemic practice and implemented a 'pod system' where collective responsibility and reflective practice are central. We have re-visited our values and re-stated our fundamental purpose as being there to help families to effect change. We need to make sure that in the context of limited resources

social workers are wholly focused on quality practice, quality relationships with children and families, quality assessments, quality analysis, and liberated from some of the bureaucracy and unnecessary recording that adds little to improving children's lives.

We believe social workers should spend most of their time doing direct work with children, families and our key partners, and that this is the way to effect change in people's lives, manage risk more effectively and in the community, and improve outcomes for the most vulnerable children in the city.

We believe that in doing so we can also strengthen, shape, and influence the way in which we work as a partnership to also place due emphasis on quality, direct work and that this can have an impact on the extent to which we rely on statutory measures to keep children safe, but also support the development of an effective, multi-agency early help offer which will both reduce reliance on specialist service and the costs associated with some of our interventions.

**Jon Plant**  
**City Children Safeguarding Manager**  
**Hull City Council**

# Youth Offenders with Complex Needs

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Young people who sexually offend pose one of the greatest challenges within the criminal justice system. We know that if identified early, these young people respond well to interventions and in stark contrast to young people that commit other offences, have an extremely low recidivism rate. We know too, from experience, research and evidence, that whilst these young people present a very real risk to other children, and more often than not their younger siblings, the majority of juvenile sex offenders, will themselves have been and sometimes still are victims of sexual abuse.

These features are further compounded by the fact that a large percentage of young people who become sex offenders, also suffer from a significant degree of learning difficulties and associated mental health and communication problems.

In an effort to tackle this growing problem, MAPPA partners across Humberside are working in partnership to learn from good practice both nationally and locally. The aim is to develop robust and timely responses that offer protection to victims through risk management in tandem with provision of a 'Good Lives' based model of intervention and support for these often damaged and needy young people.

Humberside MAPPA is focusing on Harmful Sexual Behaviour and Complex Youth Offending as a key agenda item. This has been crucial to promoting service provision and developments across Humberside so that there is an equitable response across the area. This has involved the four unitary Youth Justice Teams meeting with other key professionals and presenting MAPPA with an overview of work across the region.

Across Humberside it has been recognised that these complex cases not only impose a huge pressure on resources, such as staff time and multi-agency management, but also, where local provision is lacking, can be costly and prohibitive in the context of agency placements and the commissioning of expert assessments.

MAPPA has promoted good practice across the area by using Strategic Board Meetings to raise awareness amongst partners of this growing problem and early in 2014 welcomed a presentation by Sue Sheriden NEL Strategic Safeguarding Manager, on the key current Harmful Sexual Behaviour issues and developments particularly in Youth Justice Teams across Humberside. The presentation covered key findings of the HMIP MAPPA Thematic inspection (published 2013) into Juvenile Sex Offending, reporting on national and local statistics and drivers and progress to date.

Humberside MAPPA has also referenced local drivers and recommendations from the HMIP Thematic Inspection in the development of a cross boundary action plan to begin to address shortfalls in training, resource development and service delivery.

Some of the key considerations from that inspection were particularly concerned with the lack of 'joined up' and multi-agency ownership of the problem and the lack of training and expertise that influenced professional responses. MAPPA members across Humberside have been eager to address the above and it remains a key item on the Strategic MAPPA Board Agenda for 2014/15.

**Sue Sheriden**  
**Strategic Manager for Safeguarding**  
**North East Lincolnshire**

# NHS Case Management Role within Humberside MAPPA

NHS Hull Clinical Commissioning Group (CCG) recognises that case management for individuals is crucial to delivering appropriate care and support. The CCG commissions a case management service from the North Yorkshire and Humber Commissioning Support Unit (CSU). The case managers play a key role in coordinating services from across the mental health system, as well as other service systems (e.g. criminal justice, specialist hospital care, secure hospital placements).

The NHS Specialist Case Managers have worked closely with Humberside Probation Trust since commencing in post in July 2013 and during the last year they have been involved in a number of cases; representing the local health commissioner (NHS Hull CCG) as a panel member.

The NHS Specialist Case Manager for Hull has significant experience of working in both secure mental healthcare, and working with vulnerable and challenging adults who present a risk to themselves as well as others. The case manager has worked closely with colleagues within the MAPPA process over the last year in order to ensure that a holistic approach to risk management is adopted, making sure that the vulnerabilities and the complexities of individuals are recognised especially how this impacts upon any offending behaviour, so that it is reflected in the actions and decisions taken.

An example of where NHS Specialist Case Manager made a positive difference is the contribution made to a care plan where the individual had a very complex history with a cycle

of offending and re-offending. As result of the care plan implementation, and following the intervention and support outlined in that plan, the individual appears to have benefited through a significant positive difference to his life. This has provided him with the opportunity to access the help and support needed to break the cycle of re-offending whilst the risk posed to the public is effectively risk managed. To realise this plan, and the positive difference felt by the individual, outside of the MAPPA process would have been difficult.

Despite the differing priorities of the various agencies that make up MAPPA panels, a clear action plan is always formulated around the individual and the risk posed; this again is an achievement given the economic and workload challenges that all of the agencies face on a day to day basis.

NHS Hull CCG takes an appropriate and proportionate approach to case management for individuals out of area, out of contract and those with specific, complex needs. The service is holistic, intended to ensure that the required care and support is provided, that individuals are risk managed, and the public protected where appropriate. We have appropriate governance processes in place both in the field and with the CCG and in doing so we ensure that individuals are cared for and that NHS resources are used effectively.

**Julia Mizon**  
**Director of Commissioning and Partnerships**  
**NHS Hull Clinical Commissioning Group**





# Offenders with Learning Disabilities: Where are we now?

A learning disability is defined as:

A significantly reduced ability to understand new or complex information, to learn new skills (impaired intelligence) with a reduced ability to cope independently (impaired social functioning) which started before adulthood, with a lasting effect on development. (DH 2001).

As a service with people for learning disabilities we are concerned about how this potentially vulnerable group navigate their way through the Criminal Justice System and how we can help.

January this year saw the publication of “A joint inspection of the treatment of offenders with learning disabilities within the criminal justice system. Phase One from arrest to sentence.”

Police, Probation, the Crown Prosecution Service and the Care Quality Commission all contributed. It made sobering reading. Problems were found at all points in the system. I started my career in 1993 and the problems found then were the same problems found again. In over 20 years we seem to have made little progress.

Training for custody sergeants is patchy and inadequate, custody suites are poorly designed for vulnerable people, courts are still scary places for people who have difficulties in understanding and adaptations are few. Reports are often late causing adjournments and increased anxiety.

However, before we get too negative, we have taken actions locally on a case by case and a pathway basis to ameliorate the experience for people with LD.

- In health we have been making sure that people are aware of their responsibilities to MAPPA and we have

looked at increasing the use of MAPPA level one. Police and Probation came to the teams to help us with this.

- The pathway into health services was refined and shared with Police and Probation and widely publicised.
- Training has been offered to Probation from health regarding the nature of learning disabilities and the pathways for assessment.
- Through a commissioning review the importance of services for offenders with learning disabilities has been highlighted and heard.

Psychological assessments have been carried out on a large number of offenders and advice given to offender managers about the best ways of working with each individual to manage the risks presented.

There is a long way to go and I hope ideas we have had about a learning disability senate to engage all agencies goes ahead so that we can consider some more of the joined up working we have started.

## **References:**

Department of Health (2001) Valuing people: a new strategy for learning disability for the 21st century London: The Department.

A joint inspection of the treatment of offenders with learning disabilities within the criminal justice system. Phase one from arrest to sentence. January 2014.

HM Inspectorate of Probation.

**Dr Kate Gendle**  
**Associate Director of Psychology**  
**Community Team for Learning Disabilities**  
**Humber NHS Foundation Trust**

# Circles of Support and Accountability

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The Yorkshire and Humberside Circles of Support and Accountability (YHCOSA) project within the Humberside area is part of Circles UK, which is a charity supported with funding from the Ministry of Justice. Circles UK are the national body, and it supports the development, quality and effectiveness of local Circles.

The YHCOSA compliments the statutory response to sexual offending, and is delivered by Humbercare. Close working relationships between the project and the criminal justice agencies are key to a successful delivery and attainment of its objective.

That objective is the reduction of future sexual offending ('no more victims'), attained by supporting, but also holding to account, those who have committed sexual offences in the past and have expressed a commitment to no further re-offending, and to lead responsible, productive lives.

Circles works alongside the Police, Probation, local Multi-Agency Public Protection Arrangements and other professionals.

A Circle consists of 4-6 volunteers from the local community and a sex offender (known as a Core Member). It provides a supportive network, seeking to assist the Core Member and to hold him to account as part of his ongoing risk management. The Circle will initially meet weekly and volunteers can also spend time working in pairs with the Core Member. The Circle will provide support and guidance in order to reduce isolation, and will usually last up to twelve months.

Core Members have found their Circles to be a source of help and even protection. One Core Member was identified as a sex offender by a neighbour. Following threats, he went to the Circles Coordinator who speedily arranged his move to a place of safety and over the coming days his Circle volunteers saw him regularly until he was found new accommodation. It is important for offenders to be in a safe environment to prevent disappearance and avoid re-offending.

Another Core Member expressed interest in performing voluntary work in a kitchen. Liaison with the local authority's volunteer agency failed to provide any opportunities. The Circle in conjunction with Probation Service found voluntary work with a project which provides meals to those in need.

Volunteers, as well as supporting the Core Member, are aware of the conditions and restrictions placed upon the Core Member. This is important to ensure they remain accountable for their behaviour.

Constructive relationships continue to be developed with relevant agencies, including the Hull Prison PIPE Unit (Psychologically Informed Planned Unit) whose clients may benefit from a Circle upon release, faith groups and volunteer recruitment agencies.

Recent headlines concerning "celebrity" sex offenders may increase public anxiety and concerns. Circles of Support and Accountability clearly show the community can play a role in lowering an offender's risk of further offending.

**John McNally**  
**Circles of Support and Accountability**  
**Coordinator**



# The Personality Disorder Offender Pathway Partnership (PDOPP)

The Personality Disorder Offender Pathway Partnership (PDOPP) is a partnership project between what was (prior to 1st June 2014) the four Probation Trusts in Yorkshire and Humberside and the Offender Pathway Development Service (OPDS) which is part of Leeds and York Partnership Foundation Trust (LYPFT). LYPFT is the Health Trust with responsibility for providing the clinical support for the implementation of the national Personality Disorder Offender Pathway in the Yorkshire/Humber region. The principles of the Personality Disorder Offender Pathway are to ensure that the responsibility for high risk offenders with personality disorder is shared between NOMS and the NHS and that planning and delivery of services is based on a whole systems pathway approach across the criminal justice system and the NHS.

PDOPP Psychological therapists have, therefore, been working in partnership with Semi Specialist Offender Managers (SSOM) in Humberside and across the region around suitable cases. Supporting SSOMs through the MAPPA process is a key part of this partnership work. MAPPA provides us with an excellent opportunity to work across systems and to facilitate the psychologically informed risk management of individuals with Personality Disorder.

In the first year of the project we have learned a great deal about how our support should be offered so as to ensure both sensitivity to Multi-

Agency priorities whilst upholding the principle that the case management of individuals with personality disorder should be individualised and sensitive to the traumatic events that have shaped their presentation.

PDOPP, therefore, supports SSOMs to uphold the psychological thinking (the formulation) about the offender as part of the MAPPA process. We expect the SSOM to influence the discussion around the offender – potentially using the formulation to help explain or validate differing opinions. This doesn't mean a detailed psychological explanation of all aspects of the case but SSOMs and psychologists should facilitate thinking amongst the MAPPA panel about the functional aspects of the individual's behaviour (or how challenging or risky behaviour can be understood as the offender's attempts to manage various emotional events)

It is our hope that, through the work of PDOPP, MAPPA panels will feel they have a deeper appreciation of the issues that their offenders face and a greater understanding of the psychological issues related to their risk, contributing to a holistic approach to reducing risks of serious harm and protection of the public.

**Dr Jo Ramsden**  
**Clinical Lead for Offender Pathway**  
**Development Service**  
**Leeds Personality Disorder Services**



Flamborough Lighthouse, East Yorkshire



# PDOPP Case Study

Andy has long history of violent and sexual offending, committed within the context of domestic abuse. He has been known to the Criminal Justice System for approximately 20 years, receiving a wide range of sentencing disposals. However, Andy has continued to re-appear before the Courts raising serious questions with regards to his motivation/capacity to change, the impact of previous intervention, and whether a different approach may be required.

The development of the Personality Disorder Offender Pathways Partnership (PDOPP) over the last year has ultimately provided the opportunity to work with individuals such as Andy in different way.

With the input and assistance of psychologists, the project has enabled Offender Managers such as myself to take a step back, and consider what is really going on for the individuals we work with. Such an approach has involved developing a greater understanding of the early life experiences of offenders such as Andy, exploring how their childhood experiences have impacted on their view of the world, people within it, the value of their relationships, and ultimately how they adapt to cope and survive in the world around them.

If we can better understand offending behaviour as inappropriate coping strategies used by offenders as a means of coping and keeping safe in what is likely to be an unpredictable world, we can perhaps start to address the core issues driving their presentation and in turn lower risk.

Understanding Andy's offending in a psychologically informed way does not

immediately reduce his risk. He remains a very high risk MAPPA Level 2 case, continues to present with challenging and harmful behaviour, and has returned to custody during the course of this intervention. However, understanding the 'core beliefs' and schema driving Andy's behaviour allows us to think more carefully as to the triggers to his violence, as well as identify and 'predict' situations in which he is likely to feel unsafe and return to abusive strategies.

With such knowledge it is possible to manage his risk in a more informed manner; in a practical sense we can ensure restrictive/control measures are in place when a relationship breaks down or at times in which he is likely to feel rejected and scared. Such an approach also encourages us to consider how best to engage with individuals such as Andy.

For example there is a need to ensure boundaries are clear and consistent, discussions are transparent, and in Andy's case creating an environment in which he feels safe to discuss and explore his difficulties without the fear he will be rejected. Whilst the impact of such an approach is hard to measure, the small steps and changes in cases such as Andy are significant.

To date he has not re-offended, he has disclosed a great deal more about his life than previously known, and he is starting to evidence different reactions (coping strategies) in dealing with stressful life events, events in which he would previously have made use of physical violence as a means of coping.

**PD Semi- Specialist Probation Officer  
National Probation Service**

# The Role of a Lay Adviser

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I am well into my second and final term as a Lay Adviser with MAPPA and my principle responsibilities are to attend and contribute to quarterly Strategic Management Board Meetings. This Board consists of staff of a senior level from all the agencies concerned with offenders and their monitoring in the community. Humberside MAPPA has grown into a self sufficient unit since I first joined. We have all agencies attending regularly and everyone works towards the same goals and objectives. National and local developments and implementation of best practice are addressed at these meetings, alongside pertinent statistics and reports.

I observe, when work allows, a number of MAPPA level 2 and 3 meetings concerning individual offenders. These meetings are attended by professionals from agencies including police, prison, probation, housing, mental health, children and adults services. Their responsibilities are to ensure that offenders who have been, or are soon to be released into the community, are monitored and managed in such a manner that risk and

opportunities of further offending is predicted and minimised. My attendance ensures I have a perspective of the actual work of MAPPA.

I am still in awe of the amount of work that all individuals concerned put into the MAPPA process. It is gratifying to see on occasions, that some staff attend meetings at both levels ensuring that the frontline views are represented. This contributes to the development of strategy from an informed perspective. Frustrations include budgetary restraints, staff shortages, and the merging of areas to streamline the services offered; all these are not unique to Humberside. However it must be emphasised that the public in the Humberside area should be confident that MAPPA processes are carried out in a manner that puts the protection of the public and those who are vulnerable at the centre of their deliberations.

**Dave Stuart**  
**Lay Adviser**  
**Humberside MAPPA – Hull and East Riding**

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Humberside MAPPA's success in the past year has been as a result of the hard work and dedication of the professionals whose full time roles have been subject to considerable change.

With organisational change comes new risks, new performance targets and new opportunities but for MAPPA all organisations recognise its significance and priority by maintaining the required levels of effective resources. The professionals that support MAPPA at all levels, and from all agencies, have continued to provide the contributions required to achieve the outcomes that are shown elsewhere in this report.

Humberside MAPPA is a model for how a partnership can be successful as the correct professionals regularly attend meetings and make significant contributions to the shared objective of a safe and equitable society.

This report provides evidence to our local communities that as our society evolves MAPPA identifies and responds to new offender management risks.

As a Lay Adviser it is a privilege to see this work taking place and meet with these professionals.

**Andrew Dyson**  
**Lay Adviser**  
**Humberside MAPPA – North & North East Lincolnshire**

# Humberside Strategic Management Board 2013/14

**Effective Multi-Agency Public Protection Arrangements require close working relationships. Humberside area is well represented in all locations by the following Strategic Management Board Members;**

**Kate Munson, Chair of the SMB**  
Head of Humberside NPS (Hull and East Riding)  
National Probation Service North East Division

**Alan Leaver, Vice Chair of the SMB**  
Assistant Chief Constable  
Humberside Police

**Phil Walker**  
Detective Chief Superintendent  
Humberside Police

**Phil Snowden**  
Detective Sergeant, ViSOR / MAPPA Policy  
Humberside Police

**Chris Brookes**  
MAPPA Co-ordinator  
National Probation Service

**Allison Watson**  
Deputy Governor  
HMP Hull

**Shaun Williamson**  
Head of Public Protection  
HMP Full Sutton

**Denise Hyde**  
Director of People  
North Lincolnshire Council

**Mick Gibbs**  
Assistant Director Children  
North Lincolnshire Council

**Jon Plant**  
City Children's Safeguarding Manager  
Hull City Council

**Beverley Compton**  
Assistant Director for Adult Services and Health Improvement  
North East Lincolnshire Council

**Pam Allen**  
Head of Children and Young Peoples Support and Safeguarding Services  
East Riding of Yorkshire Council

**Dr Tim Allison**  
Director of Public Health  
East Riding of Yorkshire Council

**Angie Mason**  
Deputy Chief Executive & Director of Nursing & Service Delivery  
Humber NHS Foundation Trust

**Dr Kate Gendle**  
Psychology and Allied Health Professions Director  
Humber NHS Foundation Trust

**Julia Mizon**  
Director of Commissioning and Partnerships  
NHS Hull - Clinical Commissioning Group

**Chris Pilkington**  
Field Service Manager - Leeds and Nottingham FSA  
Electronic Monitoring - EMS Care & Justice Services

**Stuart Griffiths**  
District Manager  
Job Centre Plus - North East Yorkshire and Humber District Office

**Nicola Marrs**  
HM Inspector  
Yorkshire and Humberside Immigration Compliance and Enforcement

**Sue Sheriden**  
Youth Offending Services Manager  
North Lincolnshire Youth Offending Service

**David Stuart**  
Lay Adviser  
C/o National Probation Service

**Andrew Dyson**  
Lay Adviser  
C/o National Probation Service

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This MAPPA report is also available online at:

[www.gov.uk](http://www.gov.uk)

[www.humberside.police.uk](http://www.humberside.police.uk)