



Multi Agency Public Protection Arrangements

# WEST MERCIA



# Annual Report



# Foreword

---

On behalf of the Strategic Management Board (SMB) for West Mercia's Multi-Agency Public Protection Arrangements (MAPPA), I am pleased to welcome readers to our annual report for 2018-19.

MAPPA is designed to protect the public, including previous victims of crime, from serious harm by sexual and violent offenders. Through it, our local criminal justice agencies and other bodies within Herefordshire, Shropshire, Telford and Wrekin, and Worcestershire (collectively 'West Mercia') work together in partnership to deal with these offenders. By sharing information and jointly assessing risk, our agencies are in a better position to protect individuals and local communities in a co-ordinated manner.

Three of our local agencies – West Mercia Police, the National Probation Service, and HM Prison Service, have particular duties within MAPPA as the 'Responsible Authorities' (RA). Other agencies such as our Local Authorities, the National Health Service and Housing Providers have a 'Duty to Cooperate' (DTC) with the arrangements, through which they help strengthen MAPPA to make defensible decisions about the management of offenders, and have a crucial role in their resettlement and rehabilitation in order to reduce the risk of harm and re-offending.

West Mercia's MAPPA SMB meets quarterly to oversee the operation of MAPPA in our area. The SMB is responsible for the implementation of the national MAPPA guidance in line with local initiatives and priorities. The SMB consists of senior members of the RA and DTC agencies. The work of the SMB and its sub-groups is supported by Lay Advisers who act on behalf of the local public to reflect their perspective and views.

Whilst it is important through this report to reflect on the activity over the last 12 months, it is equally important to look to the future and plan ahead. Over recent years, the focus by local, national, and international law enforcement agencies to identify, locate and prosecute perpetrators of sexual offences has resulted in the consequential increase in demands on MAPPA.

This trend has continued during 2018-19 and is forecast to rise again in years to come.

As all agencies continue to focus on developing their services to ensure they are fit for the future, it will become increasingly important for our SMB to ensure that the current high level of commitment and cooperation to MAPPA continues.

It is also a key role of our SMB to ensure that there is a focus on continuous improvement, with the identification of both best practice and areas of learning. This is carried out in a range of ways, including case file audits and monitoring of MAPPA meetings.

In drawing this foreword to conclusion, I would like to recognise the hard work of our dedicated MAPPA team, the members of our SMB and its sub-groups, and the agency representatives at MAPPA meetings and thank them for their hard work, dedication and professionalism throughout the last year. I would particularly like to thank our Lay Advisers, who have voluntarily given up so much of their time to support the arrangements.



Assistant Chief Constable Martin Evans

Chair of West Mercia MAPPA Strategic Management Board

# What is MAPPA?

---

## MAPPA background

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.

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.

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

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 DTC agencies.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA offenders who 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).

## How MAPPA works

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

That is as far as MAPPA extend in the majority of cases, but some cases require structured multi-agency management. 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** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; 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 levels of management to ensure that resources are focused where they are most needed; generally those presenting the higher risks of serious harm.

- **Level 1** is where the offender is managed by the lead agency with information exchange and multi-agency support as required but without formal MAPPA meetings;
- **Level 2** is where formal MAPPA meetings are required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level at MAPPA meetings.

MAPPA are supported by ViSOR. This is a national IT system to assist in the management of offenders who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when high risk offenders move, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system for the first time, improving the quality and timeliness of risk assessments and interventions to prevent offending.

All MAPPA reports from England and Wales are published online at: [www.gov.uk](http://www.gov.uk)

# MAPPA Statistics

<b>MAPPA-eligible offenders on 31 March 2019</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1346	350	n/a	1,696
Level 2	11	3	6	20
Level 3	1	2	2	5
Total	1,358	355	8	1,721

<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	50	27	43	120
Level 3	12	2	7	21
Total	62	29	50	141

<b>RSOs cautioned or convicted for breach of notification requirements</b>	14
--	----

<b>RSOs who have had their life time notification revoked on application</b>	14
--	----

<b>Restrictive orders for Category 1 offenders</b>	
<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	119
SHPO with foreign travel restriction	1
NOs	3

<b>Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b>	2
---	---

<b>Level 2 and 3 offenders returned to custody</b>				
	<b>Category 1: Registered sex offenders</b>	<b>Category 2: Violent offenders</b>	<b>Category 3: Other dangerous offenders</b>	<b>Total</b>
<b>Breach of licence</b>				
Level 2	8	25	10	43
Level 3	3	1	2	6
Total	11	26	12	49
<b>Breach of SOPO</b>				
Level 2	0	0	0	0
Level 3	0	0	0	0
Total	0	0	0	0

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	<b>119</b>
---	------------

This figure has been calculated using the Mid-2018 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, excluding those aged less than ten years of age.

# Explanation commentary on statistical tables

---

## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2019 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2018 to 31 March 2019.

**(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 are actually managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

**(b) Registered Sexual Offenders (RSOs)** – those who are required to notify the police of their name, address and other personal details and to notify of any subsequent changes (this is known as the “notification requirement.”) These offenders are assessed and managed by the police. They may also be managed by probation or health services if they are subject to licence or a hospital order. Failure to comply with the notification requirement is a criminal offence that 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. These offenders are assessed and managed by the National Probation Service, Youth Offending Team or Mental Health Services.

**(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 MAPPA meetings. These offenders are assessed and managed by whichever agency has the primary responsibility for them.

**(e) Breach of licence** – offenders released into the community following a period of imprisonment 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 Harm Prevention Order (SHPO) (including any additional foreign travel restriction).** Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders. They are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behavior. They require the offender to notify their details to the police (as set out in Part 2 of the 2003 Act) for the duration of the order.

The court must be satisfied that an order is necessary to protect the public (or any particular members of the public) in the UK, or children or vulnerable adults (or any particular children or vulnerable adults) abroad, from sexual harm from the offender. In the case of an order made on a free standing application by a chief officer or the National Crime Agency (NCA), the chief officer/NCA must be able to show that the offender has acted in such a way since their conviction as to make the order necessary.

The minimum duration for a full order is five years. The lower age limit is 10, which is the age of criminal responsibility, but where the defendant is under the age of 18 an application for an order should only be considered exceptionally.



**(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.

**(h) Sexual Risk Order (including any additional foreign travel restriction)**

The Sexual Risk Order (SRO) replaced the Risk of Sexual Harm Order (RoSHO) and may be made in relation to a person without a conviction for a sexual or violent offence (or any other offence), but who poses a risk of sexual harm.

The SRO may be made at the magistrates' court on application by the police or NCA where an individual has committed an act of a sexual nature and the court is satisfied that the person poses a risk of harm to the public in the UK or children or vulnerable adults overseas.

A SRO may prohibit the person from doing anything described in it, including travel overseas. Any prohibition must be necessary to protect the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

An individual subject to an SRO is required to notify the police of their name and home address within three days of the order being made and also to notify any changes to this information within three days.

A SRO can last for a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed).

The criminal standard of proof continues to apply. The person concerned is able to appeal against the making of the order and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

A breach of a SRO is a criminal offence punishable by a maximum of five years' imprisonment. Where an individual breaches their SRO, they will become subject to full notification requirements.

Individuals made subject of a SRO are now recorded on VISOR as a Potentially Dangerous Person (PDP).

**(i) Lifetime notification requirements revoked on application**

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place that allows qualifying sex offenders to apply for a review of their notification requirements. Persons do not come off the register automatically. Qualifying offenders may submit an application to the police to review their indefinite notification requirements. The police review the application and decide whether to revoke the notification requirements. This decision is made at the rank of Superintendent. Those who continue to pose a significant risk will remain on the register for life, if necessary.

Individuals will only become eligible to seek a review once they have been subject to indefinite notification requirements for a period of at least 15 years for adults and 8 years for juveniles. This applied from 1 September 2012 for adult offenders.

# Lay Adviser's Report

---

West Mercia is the fourth largest policing area in England and Wales, covering four local authorities, and this year the appointment of two additional Lay Advisers has made possible a more comprehensive input to MAPPA panel meetings across the large geographical area. It has also brought different professional backgrounds and wider personal experience to the 'critical friend' role of the Adviser. However, the induction period for the new advisers was prolonged and seemed overly bureaucratic but eventually its twists and turns were overcome.

In our work we observe a high level of commitment from most professionals in the MAPPA process and an undoubted desire to provide the best protection possible for the public despite the constraints of the available resources. Nevertheless, there are two main areas of concern.

Finding accommodation for offenders on their release from prison is very difficult and this issue arises in almost every case. Efforts continue locally to try to improve the situation but there also needs to be work on accommodation provision at regional and national levels. We believe better provision of housing will help to reduce the level of re-offending.

Secondly we have observed the non-attendance or substitution of the standing MAPPA panel representatives of a few of the agencies with a duty to co-operate with the MAPP arrangements at review panels. This is of concern as it can affect the effectiveness of the process. We appreciate that time pressures and limited resources are experienced by agencies and fully support the steps currently being taken locally to try to resolve this matter.

As Lay Advisers we have been looking at ways to make our roles more effective and, within the Statutory Guidelines, we want to find opportunities to follow certain offenders and see how the plans which are made in MAPPA meetings are put into action by Police and Probation officers and others.

This work is at the planning stage but we are hopeful that it will give us a deeper insight into the effectiveness of measures taken to protect the public. It will also make our role more meaningful to the various agencies involved and signal that their efforts are of great significance and concern to the general public.

In the year ahead we will continue to do our best to develop our work to support and scrutinize the MAPP arrangements in West Mercia and in doing so contribute to keeping our communities as safe as possible.

Tam Park, Anthony Selby, and David Stott.  
West Mercia MAPPA Lay Advisers

# Victim Liaison Unit Report

---

Over the past 12 months the Victim Contact Scheme (VCS) has continued to be expanded in light of the findings of an enquiry that was conducted in to the case of John Warboys.

As well as the introduction of Parole Board Decision Summaries, a victim's role in the Parole Board process has been further expanded to include a reconsideration mechanism which enables victims to challenge the outcome of Parole Board hearings. Victim Liaison Officers (VLO's) have been tasked with facilitating this process and the next 12 months will prove an interesting time as this comes into fruition.

VLO's have a statutory obligation to contact all eligible victims (those in which the perpetrator has committed qualifying sexual and/or violent offences for which perpetrators receive a 12 month or more custodial sentence) to offer them the opportunity to opt in to the Victim Contact Scheme (VCS) and be assigned a VLO. Historically around sixty percent of victims will opt in to the VCS. In some cases it may be important to try to re-establish contact with a victim before an offender is released or where there may be an opportunity for a victim to contribute to the Parole process. In these instances a decision can be made that we can try to contact a victim again. It is not uncommon for victims to feel too overwhelmed at the post sentence stage when we first get in touch with them.

MAPP Panels are a vital part of the process in identifying which cases may need further attention from the Victim Liaison Unit (VLU) and will set MAPP actions for Offender Management to ask the VLO to review the case. This has proved an invaluable tool in ensuring that appropriate risk management plans can be put in place for cases where victims had not initially engaged due to trauma.

The VLU is committed to attending MAPPA Panels as often as possible in cases where there is ongoing victim contact and victims need to be clearly represented to ensure that their fears and concerns can be taken into account when offenders are being discussed. When attendance cannot be attained in person, the allocated VLO will provide a written report to the panel, to ensure the voice of the victim is heard throughout any meeting in which the VLU is involved. VLO's also have a responsibility to take on board issues that the panel may raise which may mean that a victim's requests, concerning geographical restrictions for example, can not always be met. Local Police and probation may have preferences over where an offender lives in relation to local policing, proximity of family, and CCTV coverage which may work to reduce an offenders' risks but may be at odds with the victims wishes. Discussions concerning these issues enable VLO's to be able to explain to victims why decisions are made, and to reassure them that they were appropriately discussed by all agencies at MAPPA Panels.

Susanna Petts

Victim Liaison Officer – West Mercia

All MAPPA reports from England and Wales are published online at:

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

National  
Probation  
Service

