



# NORTHUMBRIA MAPPA

All MAPPA reports from England and Wales



**VERA BAIRD**<sup>QC</sup>  
POLICE & CRIME COMMISSIONER



**NORTHUMBRIA  
POLICE**  
*Proud to Protect*

# CONTENTS

- 3 Introduction
- 4 What is MAPPA?
- 5 Northumbria area MAPPA statistics 2016/17
- 8 Explanation commentary on statistical tables
- 10 Circles North East
- 11 Lay Advisers report
- 10 National Probation Service - NE Division



**Dame Vera Baird QC**  
Police & Crime Commissioner  
for Northumbria

Northumbria police and crime commissioner  
Vera Baird has been in post since november 2012.

Her Police and Crime plan 2013-18 has five priorities including  
tackling domestic and sexual abuse and community confidence.

The commissioner is fully supportive of the mappa process which is relevant  
to her priorities and will continue to work closely with all the agencies involved.



**Sarah Mainwaring**  
Head Of Public Protection  
sarah.mainwaring@probation.gsi.gov.uk

# INTRODUCTION

Dear MAPPA Colleagues,

As the current Head of Public Protection for the NE Division of the NPS, I would like to take this opportunity to say thank you for being part of your local MAPPA.

The MAPPA are fundamental to the effective protection of the public, management of offenders and the support of victims. This is not a task any of us can take on alone. MAPPA is composed of experienced and specialist Police and Probation staff working comprehensively to be the single point of contact for all cooperating agencies, Prisons, Youth Offending Services, Job Centres, Education, Housing and Health Services. Together we can share significant information, provide advice and training to the agencies managing the risk posed by the most serious and complex offenders.

Key developments relating to MAPPA that I will oversee in the next 12 months are:-

- Ensuring any MAPPA Level 3 offenders have the appropriate input from the NE NPS Division Psychologist, Karen Saxby.
- Implement a consistent Job Description for MAPPA Managers via the Strategic MAPPA Boards.
- Embedding the new CSE definition in NPS practice and that offender managers are confident in working with this group of offenders.
- Ensuring the continuous improvement of the 20 Approved Premises (Hostels) in the NE Division and maximising the usage of the 328 bed spaces we have.
- Effective identification and management of extremist offenders in the NE Division.
- Implementation and oversight of the new NE wide contract for Circles of Support.

Thank you again for your continued commitment to MAPPA and to the MAPPA staff for their professionalism and hard work. I look forward to working with you over the next 12 months.



**Karen Saxby**  
Division Psychologist  
karen.saxby@probation.gsi.gov.uk

# WHAT IS MAPPA?

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 involving the higher risks of serious harm.

- Level 1 involves ordinary agency management (i.e. managed by the lead agency with no MAPPA formal meetings);
- Level 2 is where the active involvement of more than one agency is required to manage the offender.
- Level 3 is where risk management plans require the attendance and commitment of resources at a senior level.

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)

# NORTHUMBRIA AREA MAPPA STATISTICS 2015/16

These are Official Statistics to which you have early access as allowed under the code of practice for official statistics. As such they must not be circulated further. Release into the public domain or any public comment on these statistics (including implications of content such as favourable or unfavourable) prior to publication undermines the integrity of official statistics.

The code of practice for official statistics states that areas must "ensure that no indication of the substance of a statistical report is made public, or given to the media or any other party not recorded as eligible for access before publication. Report to the National Statistician immediately any accidental or wrongful release, and investigate the circumstances" (paragraph 8, protocol 2).

For the complete code of practice, please see:  
<http://www.statisticsauthority.gov.uk/assessment/code-of-practice/index.html>

## MAPPA-ELIGIBLE OFFENDERS ON 31 MARCH 2017

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1485	636	-	2121
Level 2	8	3	12	23
Level 3	0	0	2	2
Total	1493	639	14	2146

## MAPPA-ELIGIBLE OFFENDERS IN LEVELS 2 AND 3 BY CATEGORY (YEARLY TOTAL)

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	15	7	67	89
Level 3	2	2	4	8
Total	17	9	71	97

RSOs cautioned or convicted for breach of notification requirements	53
---	----

## RESTRICTIVE ORDERS FOR CATEGORY 1 OFFENDERS SHPOs & NOS IMPOSED BY THE COURTS

SHPOs	164
SHPOs with Foreign Travel Restriction	0
NOS	2

## LEVEL 2 AND 3 OFFENDERS RETURNED TO CUSTODY BREACH OF LICENCE

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	3	2	10	15
Level 3	0	0	0	0
Total	3	2	10	15

## BREACH OF SOPO/SHPO

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	2	-	-	2
Level 3	0	-	-	0
Total	2	-	-	2

Total number of Registered Sexual Offenders per 100,000 population	116
--	-----

This figure has been calculated using the mid-2016 estimated resident population, published by the Office for National Statistics on 22 June 2017, excluding those aged less than ten years of age.

## NOTIFICATION REQUIREMENTS

RSOs having had lifetime notification requirements revoked on application	24
---	----

People subject to notification requirements for breach of an SRO	0
--	---

# EXPLANATION COMMENTARY ON STATISTICAL TABLES

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2017 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2016 to 31 March 2017.

## 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 under ordinary agency (Level 1) arrangements rather than via 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.”) 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.

## (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.

(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 behaviour. It requires 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 done 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.

Individuals subject to indefinite notification 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 applies from 1 September 2012 for adult offenders.

---

On 21 April 2010, in the case of R (on the application of F and Angus Aubrey Thompson) v Secretary of State for the Home Department [2010] UKSC 17, the Supreme Court upheld an earlier decision of the Court of Appeal and made a declaration of incompatibility under s. 4 of the Human Rights Act 1998 in respect of notification requirements for an indefinite period under section 82 of the Sexual Offences Act 2003. This has been remedied by virtue of the Sexual Offences Act 2003 (Remedial) Order 2012 which has introduced the opportunity for offenders subject to indefinite notification to seek a review; this was enacted on 30th July 2012.

Persons will not come off the register automatically. Qualifying offenders will be required to submit an application to the police seeking a review of their indefinite notification requirements. This will only be once they have completed a minimum period of time subject to the notification requirements (15 years from the point of first notification following release from custody for the index offence for adults and 8 years for juveniles).

Those who continue to pose a significant risk will remain on the register for life, if necessary. In the event that an offender is subject to a Sexual Offences Prevention Order (SOPO)/Sexual Harm Prevention Order (SHPO) the order must be discharged under section 108 of the Sexual Offences Act 2003 prior to an application for a review of their indefinite notification requirements.

For more information, see the Home Office section of the gov.uk website:  
<https://www.gov.uk/government/publications/sexual-offences-act-2003-remedial-order-2012>



## CIRCLES NORTH EAST

Circles North East is a Barnardo's managed project providing volunteer-led, long term practical and emotional support and accountability to convicted high risk of harm child sex offenders living in the community to assist with their rehabilitation.

The CoSA (Circles of Support & Accountability) model was developed in Canada in the mid-1990s, and was successfully piloted in England from 2002. As well as long term support, CoSA provide accountability through holding the sex offender (known as the core member) responsible for their actions, and helping them to maintain their treatment objectives and relapse prevention strategy. CoSA are part of the MAPPA process but provide a discrete contribution to risk management through the relationship of trust that the Circle volunteers build with the core member over time, which can provide valuable information not otherwise available to police and probation staff.

Longer term Canadian research demonstrates that CoSA can reduce predicted recidivism of high risk sex offenders by targeting, through volunteer support and accountability, the emotional and social isolation that is linked to risk of reoffending.

Circles North East was established in April 2010 and is one of 16 providers across England and Wales delivering CoSA.

Circles UK (CUK) is the national umbrella organisation of which all CoSA providers are members. CUK provides quality assurance via regular audits to ensure compliance with the national Code of Practice, provides coordinator training and ongoing support, advice and development to providers, as well as gathering data and statistics to demonstrate effectiveness over time.

Circles North East is the only Barnardo's managed provider of CoSA. As a national children's charity with a commitment to support children to achieve their full potential, Circles North East therefore targets child sex offenders. Referrals can be made by probation officers from the National Probation Service, North East Division and from police staff from the three Police Force Areas in the region: Cleveland, Durham & Northumbria.

To date, 53 Circles have been set up, with 10 Circles running at any one time. Circles North East is currently funded by the Ministry of Justice.

## LAY ADVISER REPORT

I am appointed as Lay Adviser to the Northumbria MAPPA SMB and have been in post for a three year period. A second Lay Adviser has recently been recruited and is currently undertaking a course of induction and training.

Lay Advisers are appointed to act as the eyes and ears of the community and my approach overall has been that of "critical friend" within the forum of professional stakeholders who attend Panel Review meetings.

Over the period of my appointment I have regularly attended MAPPA Review Panels discussing the risks perpetrated by potential and actual MAPPA offenders and the risk they pose to the wider community where they currently live, or are to return to post prison release. I have received training and therefore have become familiar with the MAPPA processes, as well as being able to observe the role and performance of the various stakeholders who attend Reviews when they endeavour to support offenders, as well as giving due regard to the potential high level of risks endemic to the community in which they will reside. Every opportunity is given to Lay Advisers to become involved in the discussion process and make a positive contribution to the safety of people and communities.

Acceptance of the Lay Adviser's role by professional staff has been an important factor in working effectively and this has developed over my three years of working to the present where Lay Adviser are respected for the contribution they make. This acceptance is now given in an open and honest manner and encourages a transparent process in order to question situations and points of view which professionals fully involved in their work may occasionally overlook or not identify.

I am also a member of the Northumbria MAPPA Strategic Management Board and attend regularly with other senior professional heads of service. There is also attendance at Serious Case Review and Business Planning & Performance Meetings where the day-to-day workings and collection of data is robustly enquired into. This subsequently affords overall monitoring of individual and collective performance and any lessons learned are then incorporated into training needs for staff.

I am of the view that the processes and work of the MAPPA organization within Northumbria continue to have an emphasis, where staff work to a very high standard - and this in the face of competing and reducing resources v. increasing demand for involvements. This approach ensures that communities and residents within the Northumbria MAPPA area are safer and more greatly protected as a result of this multi-disciplinary approach:

it is a privilege to be part of this process.