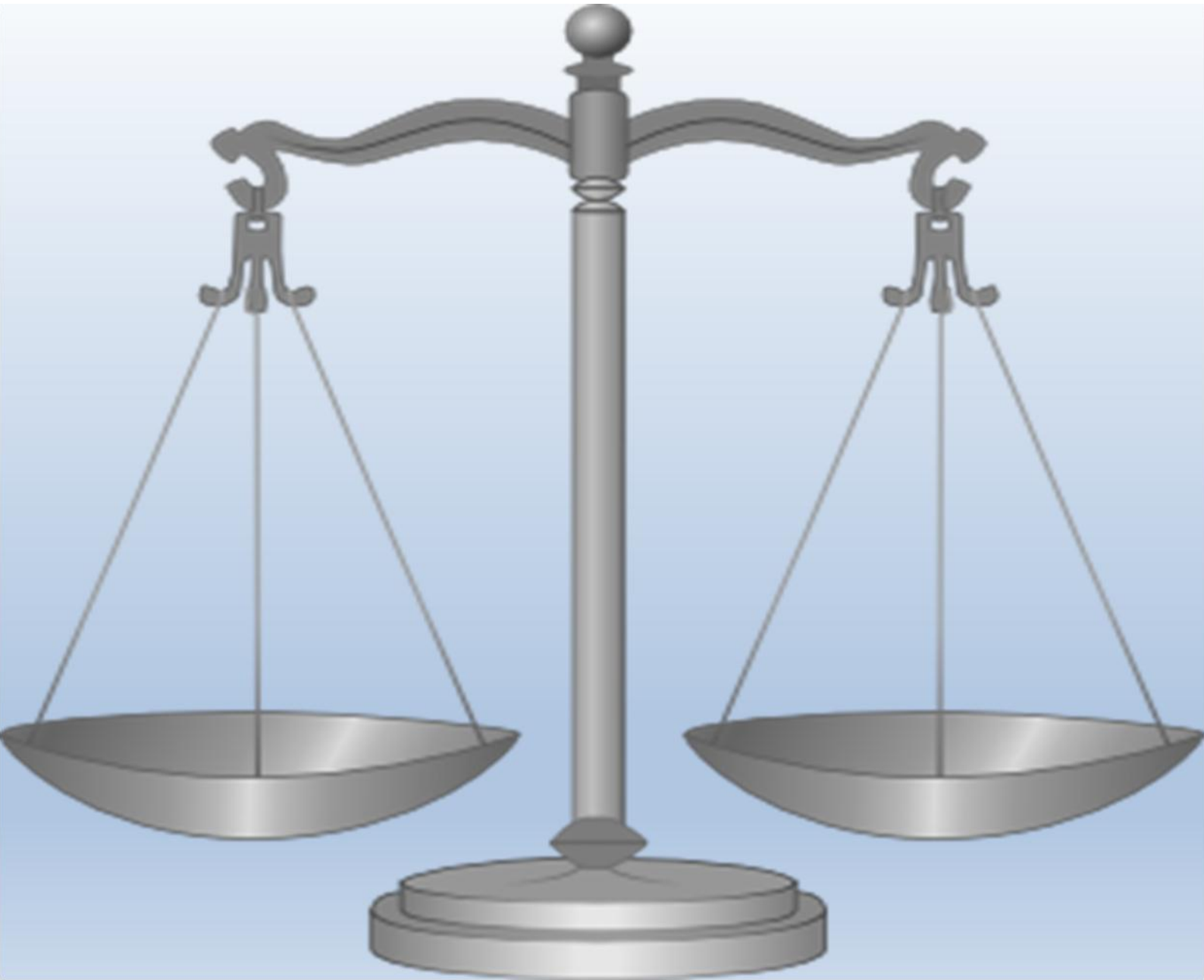




SUFFOLK MAPPA



Annual Report

Introduction

Welcome to the Suffolk MAPPA Annual Report 2016-17. Suffolk MAPPA continues to manage the most serious sexual and violent offenders in the County. The success of MAPPA in Suffolk is therefore dependant upon the close working relationships between the agencies that are actively involved in the coordination process:

- Suffolk Constabulary
- National Probation Service (NPS)
- HM Prison Service
- Suffolk Youth Offending Service
- Suffolk Children and Young Peoples' Services
- Suffolk Adult Care Services
- Suffolk Domestic Abuse Team
- Norfolk & Suffolk Foundation Trust (Mental Healthcare Services)
- Department of Work and Pensions
- Housing Authorities
- Victim Liaison
- UKBA

All agencies share a commitment to keeping the public safe and work towards achieving this through effective communication, joint working and efficient use of resources. The agencies involved in MAPPA recognise that risk can never be entirely eliminated and remain committed to ensuring that all possible measures are put in place to ensure public safety.

MAPPA TRAINING

Many Serious Case Reviews have shown that effective information sharing remains the key issue between agencies. This year we have been fortunate enough to have delivered two separate MAPPA Training events to General Practitioners across the county. The events were very well received and have served to increase confidence in the MAPPA process and further engagement from GPs and CCGs.

ViSOR

MAPPA continues to be supported by ViSOR, a national IT system for the management of people who pose a serious risk of harm to the public. As the three Responsible Authorities, Police, Probation and Prison are all using the same database for managing serious violent and sexual offenders, this improves 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 enables the safe transfer of key information when these high risk offenders move, thereby enhancing public protection.

Polygraph Testing for Sexual Offenders

Since the introduction of 'Polygraph Testing', a number of Suffolk offenders have been given this licence condition on release from custody.

To be eligible for this licence condition offenders must be:

- on licence
- aged 18 or over
- sentenced to at least 12 months custody
- assessed a high risk of harm and high risk of sexual reoffending

In addition, provision will be made to allow NPS discretion to propose polygraph conditions for a number of other sexual offenders who do not meet these criteria, provided the condition is both necessary and proportionate to manage the risk they pose. For example an offender who has committed one very serious sexual offence will not score highly on RM200, but his previous non-cooperation with reporting instructions, current behaviour/attitudes in prison and likely circumstances of his release may be considered by his Offender Manager and MAPPA agencies to put the public at a very high risk of harm.

MAPPA in Action –an Offender Manager's experience

Steph Rourke, Probation Officer in Bury St Edmunds, *"Having rejoined the National Probation Service after a significant career break, I found the MAPPA process had changed quite significantly. Whilst the meetings were initially quite daunting, the process is extremely useful as it allows you to express concerns to other agencies and hear concerns around risk from the perspectives of others. It gives you a chance to establish links with other agencies and have a joined up approach to offender management.*

Due to the complexity of cases being discussed it also helps to have the tasks for each case divided between the agencies most relevant to completing the work. To have clear directions and minutes from each meeting with specific deadlines for actions and follow on meetings planned assists in prioritising work with the most high risk offenders. It is helpful to be able to schedule further meetings dependent on the views of all those involved.

The caseload managed by the National Probation Service is now vastly different with cases being of a higher risk level, the involvement with the MAPPA process is an integral part of the Probation Officer role."

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 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

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2017				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	752	171	-	923
Level 2	9	11	1	21
Level 3	0	0	5	5
Total	761	182	6	949

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	29	29	13	71
Level 3	0	3	0	3
Total	29	32	13	74

RSOs cautioned or convicted for breach of notification requirements	35
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RSOs who have had their life time notification revoked on application	9
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	84
SHPO with foreign travel restriction	0
NOs	1

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	1
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Level 2 and 3 offenders returned to custody				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	6	6	2	14
Level 3	0	0	0	0
Total	6	6	2	14
Breach of SOPO				
Level 2	1	-	-	1
Level 3	0	-	-	0
Total	1	-	-	1

Total number of Registered Sexual Offenders per 100,000 population	115
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This figure has been calculated using the Mid-2016 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 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>

Local page

Local Accommodation Issues

It is becoming increasingly difficult to secure accommodation for offenders in Suffolk and in particular MAPPA registered offenders. As Duty To Cooperate agencies, Housing providers are regularly invited to MAPPA to ensure that every effort is made to secure suitable accommodation to manage the risk they pose to public and victims.

As part of a drive to increase the options for MAPPA offenders, the MAPPA Coordinator and an Offender Management Senior Probation Officer have managed to secure funding to extend the current commission of a bespoke service from Anglia Care Trust, who offer advocacy, Triangle Tenancies and support to the most risky and vulnerable offenders, whose risk cannot be effectively managed if they are homeless.

The funding secured will enable the Suffolk Offender Accommodation Project (SOAP) to run for a further six months, whilst funding is secured from partner agencies to ensure this project will continue for a further two years.

General Practitioners and MAPPA Training

This year has seen training provided for General Practitioners and their staff in Suffolk, to raise awareness of MAPPA processes and the importance of information sharing by GPs.

During MAPPA meetings there is very little confirmation of medical conditions or medications being taken and this can often impede decisions made at meetings. The information is not regularly provided by Custody health providers.

GPs are often not aware that a patient may have been convicted of a crime and sentenced to custody and on release from custody no information is shared with GPs regarding what may have been prescribed to an offender or what conditions may have developed whilst in custody.

Many of the GPs who attended the training had not heard of MAPPA and had no idea that they were part of a Duty to Cooperate agency. The GPs generally felt that they would be pleased to share relevant information, not only to protect the public, but also to receive information to inform their treatment of patients who may pose a risk.

We now have regular information provided at MAPPA meetings which has from GPs and this is proving invaluable.

Case Study

'Alan' is a MAPPA Category 2 offender who was managed at MAPPA Level 3 and then reduced to Level 2.

Alan was referred to Suffolk MAPPA by a probation officer, approximately 6 months before he was due to be released from custody. He had received a 10 year custodial sentence for an offence which resulted in manslaughter. The victim's family remained living in the same area and there had been significant media reporting at the time of sentence. Many threats had been made to the offender and whilst he posed a high risk of harm there was also a serious risk to him.

Due to the potential for further media attention, the significant threats made towards him and the high risk of harm he posed to the public, Alan was initially registered as a Level 3 case. This enabled the MAPPP to secure Approved Premises accommodation out of Suffolk to monitor him, manage his risk of harm and to protect him.

Alan had licence conditions which required him to reside as directed and whilst there he was under a strict curfew and was expected to report to the Hostel every three hours. Due to the effective and timely planning that was undertaken during the MAPPA meetings, Alan was able to commence an accredited offending behaviour programme designed to address his offending behaviour. Alan was made aware that any failure to attend the programme or breach of his licence would result in an immediate recall to prison.

Being out of area meant that he was away from the victim's family and therefore did not present a risk to them, the media were not alerted to the fact that he had been released and he was also protected from the risk posed to him.

After a period at the Approved Premises, Alan's risk had reduced to medium, the press had shown no interest in his release and the victim's family were satisfied that he was not in their area and therefore not having the constant reminder of the offence.

The Victim Liaison Officer involved with the family was able to report to the MAPPA that they were extremely satisfied with processes put in place for and felt able to continue with their lives after his release.

Alan was reduced to a Level 2 case once he moved on from the Approved Premises and was able to move to a suitable address to continue with his rehabilitation once he had completed his programme.

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National
Probation
Service



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