



Multi Agency Public Protection Arrangements

LEICESTER, LEICESTERSHIRE AND RUTLAND



Annual Report 2018-19

Intro

We are pleased to introduce the 18th annual report of the Multi- Agency Public Protection Arrangements (MAPPA) in Leicester, Leicestershire and Rutland (LLR) which reviews the work we have undertaken to protect the public and make our communities safer.

Our focus and priority has continued to be protecting the public from serious harm, which remains challenging with a further continued year on year rise of offenders being managed. The relationships we have in Leicester, Leicestershire and Rutland with the statutory and responsible agencies for managing MAPPA registered offenders continues to strengthen year on year and are addressing the challenges faced, with a broader focus seen on vulnerability and organised crime. The positive impact of the MAPPA Arrangements are illustrated by the ongoing commitment to managing MAPPA cases, excellent representation at MAPPA meetings and the investment being made to continually improve.

The MAPPA framework within Leicester, Leicestershire and Rutland remains efficient with minimal expenditure and excellent performance indicators. Importantly, for the eighth consecutive year the partnership, risk management and effective protection arrangements have contributed to no serious further offences being committed, by the most challenging offenders managed at MAPPA Level 2 or 3.

This Annual Report provides an explanation of the MAPPA arrangements, the local statistics and a summary of our local approach.

David Sandall



David Sandall, Assistant Chief Constable
Leicestershire Police
Chair of the Strategic Management Board (SMB)

Carolyn Maclean, Head of National Probation Service
Leicester, Leicestershire and Rutland
SMB Deputy Chair

James Donaldson, Deputy Governor
Leicester Prison
HM Prison Service

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

MAPPA Statistics

| MAPPA-eligible offenders on 31 March 2019 | | | | |
|--|--|-------------------------------------|---|-------|
| | Category 1: Registered sex offenders | Category 2: Violent offenders | Category 3: Other dangerous offenders | Total |
| Level 1 | 1006 | 355 | - | 1361 |
| Level 2 | 0 | 2 | 0 | 2 |
| Level 3 | 0 | 0 | 0 | 0 |
| Total | 1006 | 357 | 0 | 1363 |

| 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 | 4 | 6 | 1 | 11 |
| Level 3 | 0 | 0 | 0 | 0 |
| Total | 4 | 6 | 1 | 11 |

| | |
|--|----|
| RSOs cautioned or convicted for breach of notification requirements | 46 |
|--|----|

| | |
|--|----|
| RSOs who have had their life time notification revoked on application | 11 |
|--|----|

| Restrictive orders for Category 1 offenders | |
|---|----|
| SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts | |
| SHPO | 93 |
| SHPO with foreign travel restriction | 0 |
| NOs | 0 |

| | |
|---|---|
| Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO) | 0 |
|---|---|

| 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 | 1 | 2 | 0 | 3 |
| Level 3 | 0 | 0 | 0 | 0 |
| Total | 1 | 2 | 0 | 3 |
| Breach of SOPO | | | | |
| Level 2 | 1 | - | - | 1 |
| Level 3 | 0 | - | - | 0 |
| Total | 1 | - | - | 1 |

| | |
|---|-----|
| Total number of Registered Sexual Offenders per 100,000 population | 105 |
|---|-----|

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 behaviour. They 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 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.

Local page

It has been another successful year for Leicester, Leicestershire and Rutland MAPPA, as we help protect the public from those that have the potential to cause serious harm. The continued cooperation of agencies has been fundamental in enabling a coordinated approach to the assessment, management and reduction of risk.

We adopt the principle that offenders should be managed at the lowest level possible, escalating to a higher level of management only when there is deemed to be added value in doing so. This speaks volumes about the strength of relationships within the partnership. It also ensures that resources are focused towards the critical few who are managed at the higher levels. This makes our MAPPA efficient and effective. We are also fortunate to have a core panel membership from the Police, National Probation Service, Prison Service, Housing, Children's Services, Adult Services and Forensic Mental Health, who commit their time to ensure consistency of attendance.

The referral route into management at level 2 or level 3 remains via our local single referral system. Working closely with the Integrated Offender Management team (IOM) ensures that referrals are considered contemporaneously for both MAPPA and IOM management. A single referral panel sits weekly, and comprises representatives from Police IOM and Probation and is chaired by the MAPPA Co-Ordinator.

At the beginning of 2019 we established an arrangement for the management of those sexual offenders that present a high risk of sexual recidivism *and* who have complex needs, via a co-located team comprising offender managers from the National Probation Service and police offender managers from the MOSOVO team (Management of Sex Offenders and Violent Offenders). It has enabled the real-time sharing of intelligence, a more collaborative approach, and has the benefit of being able to link in with those partnership agencies who already have an alliance with IOM. This has improved the understanding of risk and therefore better-informed assessments and risk management. The approach has resulted in a more immediate response to risk, and quick decision-making. Some of these offenders are also managed at Level 2 and 3, reserved therefore to the critical few.

We are currently working on a new approach to tackle serious organised crime, strengthening on our partnership approach to disruption, risk assessment and risk management. We are working closely with Professor Hazel Kemshall, an expert on MAPPA and offender risk. We are looking at the most efficient and effective structure of MAPPA meetings, and how the Four Pillars approach can be revised to fit the challenges of serious organised crime.

The MAPPA unit continues to offer bi-monthly MAPPA training to partnership agencies, delivered by a pool of experienced trainers from the Police, National

Probation Service, Youth Offending Service and Health. It provides people with an understanding of the principles of MAPPA, how we operate locally, and increases awareness of their responsibilities towards MAPPA. We are also increasing our offer of bespoke training, tailoring the package of training to the specific requirements of the respective organisation.

We are fortunate to have two lay advisers who are full members of our Strategic Management Board. They act as informed observers and provide and give a lay perspective on the way we operate, as below:

As a lay adviser I have been able to observe a range of MAPPA meetings including initial assessment, level 2 and 3 reviews plus Operational and Strategic Boards. I have been impressed by the consistently good attendance, preparation and contribution of agencies in attendance and the rigour of meetings. I am confident that risk is understood, managed well and that MAPPA is aware of and responsive to changing demands and priorities, for example the recent focus on Serious and Organised Crime.

The introduction of case studies and professional development / information sharing opportunities at the Operational Group meeting has been positive and provides a catalyst for discussion and further collaboration.

Where issues have arisen, these have been recognised and dealt with quickly and professionally with a genuine desire to ensure lessons are learnt and practice improved if necessary.

Useful Links

[Leicestershire, Leicester and Rutland MAPPA](#)

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www.mappa.justice.gov.uk

[Leicestershire Police](#)

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www.leic.police.uk

[Her Majesty's Prison Service](#)

www.justice.gov.uk

[National Probation Service](#)

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