



NORTHUMBRIA

MAPPA

ANNUAL REPORT 2018/19



**NORTHUMBRIA
POLICE**
Proud to Protect

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INTRODUCTION

Protecting the public is one of the key priorities of criminal justice agencies and is central to the work we undertake on a daily basis. This report provides an insight into the Multi Agency Public Protection Arrangements (MAPPA) in Northumbria. The report contains not only statistical information about the numbers of offenders managed within MAPPA during 2018/19, but also provides information about how the arrangements work in practice.

Whilst police, probation and prisons form the Responsible Authority for MAPPA, all MAPPA agencies have a vital role to play. The commitment from all involved has continued unabated despite budget cuts and the significant reforms taking place across the criminal justice system. This serves to illustrate how all involved continue to place protecting the public at the forefront of their work.

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.

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NORTHUMBRIA AREA MAPPA STATISTICS 2018/19

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 2019

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1644	644	-	2288
Level 2	8	2	15	25
Level 3	0	0	1	1
Total	1652	646	16	2314

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	10	8	58	76
Level 3	1	0	3	4
Total	11	8	61	80

RSOs cautioned or convicted for breach of notification requirements	171
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RSOs having had lifetime notification requirements revoked on application	2
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RESTRICTIVE ORDERS FOR CATEGORY 1 OFFENDERS SHPOS & NOS IMPOSED BY THE COURTS

SHPOs	115
SHPOs with Foreign Travel Restriction	0
NOS	0

People subject to notification requirements for breach of an SRO	0
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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	1	4	4	9
Level 3	0	0	0	0
Total	1	4	4	9

BREACH OF SOPO/SHPO

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

Total number of Registered Sexual Offenders per 100,000 population	127
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This figure has been calculated using the mid-2018 estimated resident population, published by the Office for National Statistics on 26 June 2019, excluding those aged less than ten years of age.

EXPLANATION COMMENTARY ON STATISTICAL TABLES

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 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>

Northumbria Police have adopted a new model of management of Registered Sex Offenders in the community. The new MOSOVO Operating model commenced on 14th January 2019.

The underpinning principle of the new model is the involvement of Neighbourhood Policing Teams (NPT's) in managing low and medium risk sex offenders (RSOs) in the community, supported by a dedicated Neighbourhood Support Function who provide advice, tasking, information sharing, ViSOR updates and risk management planning.

Neighbourhood Police Officers have now completed their MOSOVO training in preparation for their role. They conduct Home Risk Reviews, dealing with issues identified and working in conjunction with the Neighbourhood Support Function within the MOSOVO department. The migration of all low and medium RSO's to Neighbourhood Police Teams is now complete in line with the new MOSOVO operating model.

The new model has also seen the creation of operational teams of Detective Constables, led by Detective Sergeants, who manage both high and very high risk registered sex offenders, as well as those offenders managed at Level 2 and 3, or as PDP's. The operational teams develop bespoke risk management plans with bespoke proactive tactics to manage that risk effectively, using available tools both internally and with partner agencies.

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