



Multi Agency Public Protection Arrangements

SUFFOLK



Annual Report

Intro

Welcome to the Suffolk MAPPA Annual Report 2018-19.

Suffolk MAPPA continues to manage the most serious sexual and violent offenders in the County.

The success of MAPPA in Suffolk is therefore dependent 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 Justice 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
- Electronic Monitoring

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 Suffolk MAPPA recognise that risk can never be entirely eliminated, but remain committed to ensuring that all possible measures are put in place to ensure public safety.

Public protection remains our highest priority. In 2018-19 Suffolk MAPPA have continued to work in collaboration with criminal justice and other partnership agencies to protect vulnerable individuals, groups and communities.

The majority of Suffolk offenders continue to be managed at Level 1 with the critical few being managed at the higher levels, meaning resources are focused where the risk is.

MAPPA in practice: how does MAPPA help professionals to manage complex cases?

"I have worked in the arena of Public Protection for over 10 years; working closely with MAPPA on numerous cases. Having MAPPA involvement in the complex cases which I deal with has proven to be very beneficial. It facilitates the multi-agency approach of a number of key agencies essential for the effective management of High Risk Offenders. It not only provides a confidential forum to share information, but helps to ensure that agencies to work together so that the offender is managed effectively in the community and, as importantly, that the public are safe. It holds those involved accountable for their decision-making ensuring that the decisions made are necessary, proportionate and defensible. In respect of the complex cases that I have managed it has helped to secure appropriate accommodation to manage the complex needs of the individual and helped to secure funding which would not necessarily have been accessible without MAPPA. In my experience, because of the MAPPA involvement, cases are dealt with more efficiently due to that accountability and complex cases are given the attention they require."

Carol Dickinson - Public Protection Officer, Suffolk Constabulary.

"My experience of MAPPA has always been really positive. I feel confident being able to present my case and reassured that all relevant risk issues are being managed through a multi-agency approach. MAPPA gives me the confidence to continue to manage a number of complex cases with the support of the MAPPA Co-ordinator and all agencies involved – the joined up working approach of MAPPA is refreshing and allows for efficient risk management."

Alice Upson – Probation Officer, National Probation Service.

We would like to say a big thank you to all those agencies who have played their part in multi-agency working this year for their diligence and dedication to effective public protection and robust risk management.

Sophie Whelpton
Suffolk MAPPA Co-ordinator.

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	848	145	0	993
Level 2	8	10	14	32
Level 3	0	0	1	1
Total	856	155	15	1026

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	20	21	13	54
Level 3	1	3	1	5
Total	21	24	14	59

RSOs cautioned or convicted for breach of notification requirements	55
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RSOs who have had their life time notification revoked on application	8
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	70
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
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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	7	6	2	15
Level 3	0	2	2	4
Total	7	8	4	19
Breach of SOPO				
Level 2	2	0	0	2
Level 3	0	0	0	0
Total	2	0	0	2

Total number of Registered Sexual Offenders per 100,000 population	127
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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 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.

Local page

I am ten months into my role as Suffolk MAPPA Co-Ordinator and have found this time exciting, challenging and enjoyable in equal measure! My focus, thus far, has been on building my relationships with the relevant Suffolk agencies; continuing our commitment to MAPPA training in Suffolk; improving the quality of referrals to MAPPA and engagement in meetings; and to generally raise the profile of Suffolk MAPPA and the work we do with colleagues from all the agencies we work with. Over the next twelve months I hope to consolidate this work and further strengthen multi-agency risk-management in Suffolk.

MAPPA Training

Agency engagement and appropriate information sharing is vital to ensure that the MAPPA process works effectively. All Responsible Authorities and Duty to Cooperate Agencies need to be aware of their MAPPA duties under the Criminal Justice Act 2003.

Earlier this year, we held two agency-wide training events at Police HQ in Martlesham. These were well attended and the feedback from attendees was really positive. Similar events will be scheduled in 2020 and open to all agencies involved with MAPPA.

In addition, training has taken place with individual agencies across Suffolk and has been delivered to YOT teams, trainee social workers and DWP staff. There are plans to continue and expand this delivery of training.

MAPPA Eligibility Forums

The timely identification of cases that require multi-agency management and the continuous monitoring of those cases managed at level 1 are essential components of effective MAPPA over-sight and risk management. In Suffolk, we operate MAPPA Eligibility Forums (MEF) in collaboration with the National Probation Service. These are held quarterly with every Offender Manager in Suffolk. The MEF process identifies cases that will be released from custody and will require management at Level 2; those whose risk has escalated and may be best managed at Level 2; or those whose circumstances have changed and need multi-agency involvement to manage their risk.

MEFs are valued by Offender Managers as an opportunity to discuss their caseload and reflect on any risk issues that may be prevalent:

“MAPPA Eligibility Forums (MEF) provide a valuable opportunity for OM's to have case discussions with the SPO and MAPPA Co-ordinator. It helps to identify if there are any further actions required when managing a MAPPA case and ensures the case is being managed at the correct level for effective risk management. As an OM with a number of MAPPA cases, it provides support and reassurance that risk and safeguarding issues are being managed appropriately within my cases.”

Hannah Lewis – Probation Officer, National Probation Service.

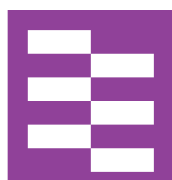
Previous Serious Case Reviews and a recent HMIP inspection have highlighted the importance of this oversight and in Suffolk we are committed to continuing to ensure the regularity and quality of this work.



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

www.gov.uk

National
Probation
Service



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CONSTABULARY