



Multi Agency Public Protection Arrangements

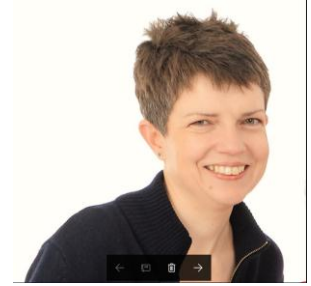
MAPPA CLEVELAND



Annual Report 2018-19

Introduction

Ann Powell
Chair of Cleveland MAPPA
Strategic Management
Board



It is a year since I first introduced the MAPPA annual report for Cleveland. This time last year I set out three ambitions for what we would achieve and I am pleased to be able to report that we have made good progress in all areas.

1. We wanted to embed the use of a quality assurance tool to assess the quality of our joint work in MAPPA meetings – and this has been successfully achieved by our performance sub group. I am particularly pleased that tangible changes have been made to process as a result of the audit – providing evidence that we are embedding a process of continuous improvement.
2. I also made a commitment that our Strategic Management Board would ensure access to comprehensive MAPPA training across all agencies and we have taken this objective forward this year by contributing to a complete refresh of the MAPPA training offer. Thanks are due to those local Cleveland MAPPA agencies who have made contributions to this work.
3. Furthermore we aimed to increase the use of Visor and progress has been made on this too – with a huge programme of staff vetting that will be followed up with training in the coming year.

This has been a year when two of the three Cleveland Responsible Authorities, Police and the National Probation Service, have been subject to inspection and external scrutiny. For police in particular that has been a challenging process, so I am very pleased that Richard Lewis and his senior leadership team – including our MAPPA link t/Superintendent Wendy Tinkler are committed to working with MAPPA agencies as critical friends to help improve services for the people of Cleveland.

Another big change project that is coming to fruition as I write is Offender Management in Custody – which will see increased numbers of Probation Officers in prisons helping to ensure that our MAPPA offenders receive the best possible sentence planning in custody and are released back to communities having had the best opportunities for rehabilitation and reform while in prison.

Meanwhile our housing colleagues in Duty to Co-operate agencies have made a really important contribution to our joint working by participating in some helpful workshops facilitated by Shelter and our MAPPA Co-ordinator to help improve how we work with MAPPA offenders who are homeless.

Finally I was very sad to accept the early resignation of one of our MAPPA lay advisors, having found her support and interest invaluable. Our remaining lay advisor has been superb this year at helping us while we go through a recruitment process for a new lay member, and he has written about his work later in this report. I am very pleased that, following a recruitment process I have been able to make a recommendation to the Secretary of State and I await confirmation from them that they will appoint a new lay member to our board in due course.

Looking forward to another year, my priorities are:

- 1) To ensure that all MAPPA agencies provide evidence of how they embed learning and make changes following any MAPPA Serious Case Reviews or local MAPPA learning reviews
- 2) Ensuring the wide take up of our new MAPPA training across all agencies

For more information about MAPPA in Cleveland
or for compliments, comments or complaints
please contact us at
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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.

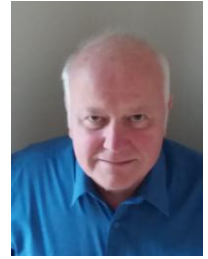
- **Level 1** is where the offender is managed by the lead agency with information exchange and multi-agency support as required but without formal MAPPA meetings;
- **Level 2** is where formal MAPPA meetings are required to manage the offender.

- **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.

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MAPPA Lay Advisor Update



I have now completed 2 years as a MAPPA Lay Adviser and continue to observe, participate and critically examine the MAPPA process and organisation.

I have had the opportunity to attend level 2 and 3 case meetings and I have consistently attended the performance sub-group which has undertaken a range of detailed audits under the quality assurance framework.



During the year the performance sub group undertake a series of meetings to discuss the very challenging problem of offenders housing needs upon release into the community. The meetings involved a wide range of professionals including representatives from Local Authorities and housing providers. This essential work will continue into next year.

During the last year our other existing MAPPA Lay Adviser Leanne Bain left the process and I, along with other members of the SMB would like to pay tribute her commitment and drive during her tenure.

I have been fully involved in the recruitment process for a new Lay Advisor and the creation of a comprehensive induction package which will be of great benefit to her successor.

The work of the Strategic Management Board has continued to impress me, especially the willingness of professionals to collaborate to achieve positive outcomes.

Paul McGrath

Lay Advisor

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	821	301		1122
Level 2	6	6	1	13
Level 3	0	0	0	0
Total	827	307	1	1135

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	18	14	13	45
Level 3	2	0	1	3
Total	20	14	14	48

RSOs cautioned or convicted for breach of notification requirements	42
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RSOs who have had their life time notification revoked on application	2
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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)	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	3	4	14
Level 3	0	0	0	0
Total	7	3	4	14
Breach of SOPO				
Level 2	14	0	0	14
Level 3	0	0	0	0
Total	14	0	0	14

Total number of Registered Sexual Offenders per 100,000 population	166
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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

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.

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.

(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

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