



# HAMPSHIRE & ISLE OF WIGHT

## Multi-Agency Public Protection Arrangements

**Annual Report 2019-20**





# CONTENTS

Introduction **4**

What is MAPPA? **6**

MAPPA Statistics **8**

Explanation Commentary **10**

Hampshire & Isle of Wight MAPPA **12**

Key Objectives for 2020-21 **18**

3

# INTRODUCTION



**Maggie Blyth**

Chair of Strategic Management Board  
and Assistant Chief Constable,  
Hampshire Constabulary



**Sarah Beattie**

Head of Southampton, Portsmouth and  
Isle of Wight National Probation Service



**James Bourke**

Governor, HMP Winchester

This is my first year as Chair of the Strategic Management Board of the Multi Agency Public Protection arrangements across Hampshire and the Isle of Wight.

It has also been an extraordinary year as our Strategic Management Board (SMB) has gone entirely virtual as a response to the move to the restrictions imposed on all of us as a result of the global pandemic, Covid -19. I took up my role in June 2020 and this report covers the period up until March 2020, largely pre Covid -19 but including a small window during March 2020 when Lockdown 1 was first imposed. However my reflections on 2019/20 are influenced by more general observations reinforced by the pandemic – managing sex offenders and dangerous people is extremely complex and requires both personal and professional resilience. It is a testament to the steadfast determination and professionalism of all of our front line practitioners across our different services in Hampshire and Isle of Wight that we have continued to see robust oversight of individuals and a determination to work together in very different circumstances during 2019 and into 2020 to keep the public safe and to reduce harm in our communities.

First and foremost I am grateful to all those in the workforce who have continued to work on the front line to manage some of the most risky individuals in such difficult times. I am proud of the efforts of those who contribute daily to these increasingly high-risk demands and appreciate all they do. The work can be emotionally draining and presents significant resilience and professionalism. Secondly, I would like to thank those representatives of different agencies who have continued to come together, albeit through virtual meetings to oversee our arrangements across Hampshire and the Isle of Wight. This includes representatives of our communities, through our lay members. This report presents some case studies which illustrate how joint working and intelligence sharing have led to really positive outcomes and why scrutiny of our practice is so important. These case studies hopefully bring to life the realities of challenges faced and how the legislation available is being used effectively.



And lastly, as the information shows in this report, the number of cases being handled across our area is increasing and with the continued use of technology and cyber-enabled offending it is imperative that we stay ahead of the tactics used by offenders to exploit the more vulnerable in society. We must learn lessons where we have had to commission Serious Case Reviews and the two cases conducted in Hampshire during this year reinforce the importance of partnership working to keep the public safe.

Looking ahead to the coming year the Strategic Management Board will continue to examine how we can improve our working practices but improve efficiencies in use of better technology and operational practices. We will draw on some of the positive experiences of working together as agencies using technology as this report outlines.

At the same time we will want to prepare ourselves for the demands placed upon services by ever more increasing risk associated with 'hidden harm' behind closed doors and the real threat of violent and sexual offending against the most vulnerable, exacerbated by the pandemic. We continue to draw upon a wide range of expertise from numerous agencies to manage the risk presented by MAPPA offenders and will always seek to be even more effective at what we do.

I would like to thank you for taking time to read the report.

**Maggie Blyth**  
Chair of Strategic Management Board



# 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.

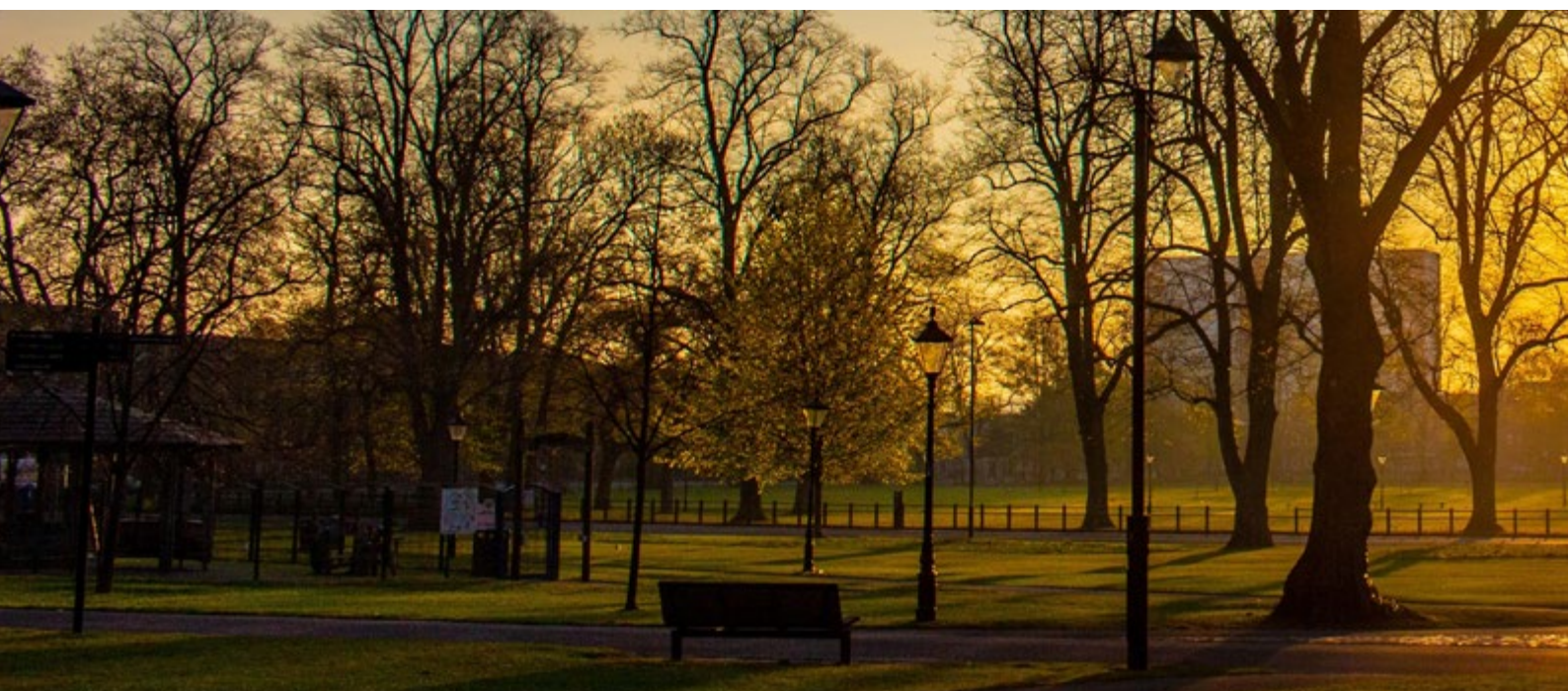
They bring together the police, probation and prison services in each of the 42 Areas in England and Wales into what is known as the MAPPA Responsible Authority.

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.

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).

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.

6





## 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.

Some cases require structured multi-agency management. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.

There are three categories of MAPPA-eligible offender:

**Category 1** – registered sex 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 formal MAPPA 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 which assists with 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](http://www.gov.uk)



# MAPPA STATISTICS

## MAPPA-eligible offenders on 31 March 2020

	CATEGORY 1: Registered sex offenders	CATEGORY 2: Violent offenders	CATEGORY 3: Other dangerous offenders	Total
Level 1	2074	473	-	2547
Level 2	67	19	14	100
Level 3	2	1	2	5
<b>Total</b>	<b>2143</b>	<b>493</b>	<b>16</b>	<b>2652</b>

## MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)

8

	CATEGORY 1: Registered sex offenders	CATEGORY 2: Violent offenders	CATEGORY 3: Other dangerous offenders	Total
Level 2	115	52	52	219
Level 3	7	9	8	24
<b>Total</b>	<b>122</b>	<b>61</b>	<b>60</b>	<b>243</b>

## Registered Sex Offenders

Registered Sex Offenders (RSOs) cautioned or convicted for breach of notification requirements	Registered Sex Offenders (RSOs) having had lifetime notification requirements revoked on
218	4



## Restrictive orders for Category 1 offenders

### SEXUAL HARM PREVENTION ORDERS AND NOTIFICATION ORDERS IMPOSED BY THE COURTS

Sexual Harm Prevention Orders (SHPOs) and Notification Orders (NOs) imposed by the courts	
SHPO	153
SHPO with foreign travel restriction	0
NOs	4

People subject to notification requirements for breach of a Sexual Risk Order (SRO)	1
---	---

## 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	19	16	4	39
Level 3	1	3	1	5
<b>Total</b>	<b>20</b>	<b>19</b>	<b>5</b>	<b>44</b>

9

### BREACH OF SOPO/SHPO

CATEGORY 1: Registered sex offenders	
Level 2	4
Level 3	2
<b>Total</b>	<b>6</b>

Total number of Registered Sex Offenders per 100,000 population	121
---	-----

This figure has been calculated using the mid-2019 estimated resident population, published by the Office for National Statistics on 24 June 2020, 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 2020 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2019 to 31 March 2020.

10

**(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 five 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)**. 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 by 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 carried out 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.

An 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, protect 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.

An 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 an 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 eight 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 30 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 eight 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:

[www.gov.uk/government/publications/sexual-offences-act-2003-remedial-order-2012](http://www.gov.uk/government/publications/sexual-offences-act-2003-remedial-order-2012)



# HAMPSHIRE & ISLE OF WIGHT MAPPA

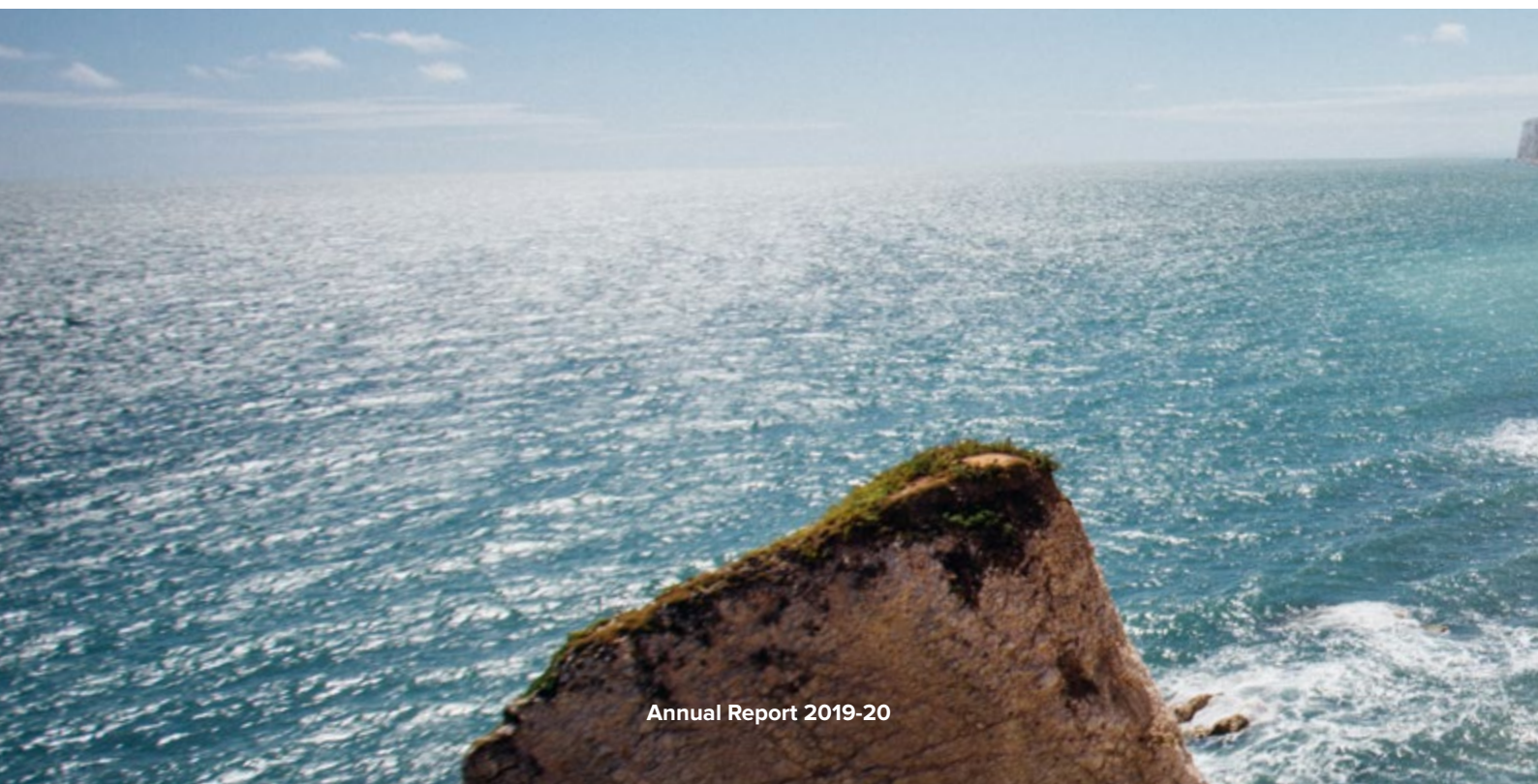
Multi-Agency Public Protection Arrangements (MAPPA) in Hampshire and the Isle of Wight are overseen by the Strategic Management Board (SMB). Through the SMB, responsible authorities, namely the police and Her Majesty's Prison and Probation Service, engage with key partners from Children and Adults Social Care, Youth Offending, Health, Department of Work and Pensions and Housing to ensure effective and efficient arrangements are in place to protect the public.

The SMB is supported by two sub groups, a Delivery sub group responsible for implementing changes and achieving business objectives, and a Quality sub group that audits practice and makes recommendations that would improve outcomes.

12

Building links with other agencies and bodies has been a priority for the Strategic Management Board in 2019-2020. By enhancing effective working relationships, the Board has been able to promote MAPPA both at a strategic and operational level. Following formal

agreement, the MAPPA Coordinator for Hampshire and IOW now attends a county wide safeguarding processes forum to support the link between public protection and safeguarding. Representation from health commissioners has also been secured at the Strategic Management Board to build on how services are delivered to support risk management strategies. The Local Criminal Justice Board received a MAPPA update, benefitting a number of important partners who play a role in the administration of justice.



The development of staff working for both MAPPAs and duty to cooperate agencies has been a focus of work during 2019/ 2020.

A revised package of training events and material was agreed following a review that was commissioned by the Strategic Management Board. Packages aimed at developing MAPPAs Chairs, note takers and lead agency risk management planning have all been revised to ensure the content reflects current practice and are relevant for the public to be protected effectively. The central MAPPAs team delivers a generic awareness training event for staff from agencies who might attend MAPPAs meetings, encouraging their expert contributions to public protection and highlighting the importance of a multi-agency approach.

Good risk management plans draw together interventions and actions from dedicated agencies who operate in specialist areas such as safeguarding, social care and mental health. A primary role of a MAPPAs lead agency officer is to devise a plan that draws together all of these specialisms to reduce reoffending and to put restrictions in place to protect the public. To support this planning, the Strategic Management Board hosted two one-day events, bringing together offender managers from the National Probation Service and Hampshire Constabulary to hear from key partners. Agencies with a duty to cooperate with MAPPAs delivered short presentations on their key responsibilities and how they can assist offender managers. Contributions from mental health, children and adult social care, the prison service and domestic abuse services were

considered and applied to case studies to illustrate how plans can be delivered. The events were well received by participants.

Quality assurance is a key responsibility for the MAPPAs Strategic Management Board. To make sure an accurate assessment of the quality of multi agency public protection arrangements in Hampshire and IOW, the SMB commissioned a review of how practice is assured. A new schedule of auditing activity is now agreed with an additional element. Drawing on experience from safeguarding partners, the SMB agreed a self-assessment tool that will help all agencies involved in MAPPAs to reflect on how effective they are in contributing to the protection of the public. As this new tool develops, it is expected that any areas for development will be identified by agencies who contribute and will form a plan for further support or training.

The MAPPAs Strategic Management Board oversaw the completion of two Serious Case Reviews following serious further offending by individuals managed under MAPPAs. The role of MAPPAs Lay Advisers was critical to these reviews, bringing independence and a level of impartial scrutiny in addition to the selection of Independent Reviewers with experience of identifying good practice and areas for improvement. The SMB recognises the personal and public impact of further offending and will prioritise the implementation of the recommendations made.





## COVID 19 Reflection

A global pandemic presents an unprecedented, yet clear danger to that careful balance used to manage our sexual, violent and sometimes vulnerable offenders.

The strength of MAPPAs and the management of offenders relies upon the collaboration of all agencies. Quickly adapting to Microsoft Teams to conduct virtual MAPPAs meetings has led to a positive change in duty to co-operate agencies attendance. The increasing participation of professionals to assess risk and contribute to a shared management plan to monitor and control the behaviour of dangerous individuals is crucial.

Offender Managers from all lead agencies adapted their working practices at the start of lockdown, in line with other teams in the region, prioritising the maintenance of face to face contact with the highest risk offenders and using other methods to monitor less risky offenders. Cases have been kept under review as restrictions have changed to ensure focus is kept on the most dangerous offenders.

14

What are our reflections about this change?

### Our readiness:

- We have a tested and agile operating model available to be deployed in emergency circumstances, consistent with regional partners.

### Our learning:

- A recovery plan needs to be prepared at the same time as planning a response to the emergency to assist early transition and check change to work practices have caused no adverse effects.

### Our future opportunities:

- Active case management does not have to rely solely on face to face contact with an offender. We must make the best use of technology.







## CASE STUDY

Joint working between the police and the Probation Service is a key feature of MAPPA regardless of the level of assessed risk of serious harm. In Hampshire each MAPPA qualifying offender is allocated a police offender manager to work alongside a Probation Officer, working together in line with statutory responsibilities to manage post prison licence conditions and other civil orders that might be in place.

Utilising resources from both agencies led to the discovery of further offending by an offender who was resident in a Probation run hostel where he had been placed so there could be greater monitoring of his behaviour as he left prison. Strict licence conditions managed by the National Probation Service (NPS) were imposed on the offender to restrict opportunities to re-offend and to protect the public. Many of these conditions related to limiting access to children, other vulnerable individuals and monitoring the offenders use of the internet.

Police offender managers conducted a visit to the approved premises and used powers to interrogate a mobile phone used by the offender, revealing unlawful contact with a child. Twenty Four hours of intense and fast paced enquiries ensued whilst the offender was held in police custody. Working together, the two agencies were able to identify an associate who had helped the offender gain access to the internet and maintain contact with a vulnerable female. The offender had pretended to be a child himself whilst he had been grooming a child for sexual acts, the disruption of this offending prevented a further victim and meant the offender was recalled to prison and charged with further criminal offences.

Agencies had supported one another to provide the correct evidence and information to meet thresholds for both a criminal charge by the police and recall action by the NPS. Importantly, the discovery of this offending also ensured that safeguarding was put in place to support a child who had been at risk.

## CASE STUDY

Managing sex offenders is often a complex task, on occasions balancing the need to protect the public and support an offender to minimise the risk they pose. One case in particular required several agencies to come together under MAPPA to make an appropriate plan, ensuring statutory obligations were completed in a coordinated manner. The offender, AA, a convicted sex offender, had a history of alcohol misuse and homelessness, with both of these issues complicating his management. His past offending became known to members of the public, and on occasions this led to the offender demonstrating more concerning behaviour because he was focused on protecting himself and became more careless. When threatened, the offender would increase their alcohol consumption and often became more aggressive, threatening and would make lewd comments and act in a sexually inappropriate manner towards members of the public. The resources required meant that Level 3, the highest level of management, was used to ensure Social Care and housing assessments were linked to health interventions to coordinate input to the offender to reduce the likelihood of him re-offending. The MAPPA framework allowed agencies to share information and sequence their interventions, however, it was also clear how important key relationships were to managing this offender effectively.

A police officer working as an offender manager, worked tirelessly to challenge the offenders behaviour and attitude whilst also promoting positive change. The unique role of an offender manager ensured information about previous offending behaviour and attempts to engage the offender was available and the officer was able to provide an accurate assessment of how different approaches would work. The skills needed to work alongside this offender were significant, building rapport and trust on the one hand to promote positive change and responsibility but also prioritising public protection and ensuring that an ongoing investigation in to non-recent offending was progressed and considered in the management of this offender whilst in the community.

At present, key agencies continue to engage with this individual and the consistency achieved by keeping the police offender manager in place has allowed key agencies to continue to engage to protect the public and to manage any changes in circumstances. The outcome of criminal investigations will direct longer term management decisions but MAPPA has ensured all agencies work together and have an accurate picture of risk and a plan to minimise this.

16







## MAPPA Lay Advisers

As Lay Advisers, we are members of the local community who are volunteers whose role is to contribute to the monitoring of the operation of MAPPA across Hampshire and the Isle of Wight. This year, latterly via Microsoft Teams, we have attended and contributed to the Strategic Management Board (SMB) meetings and its sub-groups (Delivery sub-group and Quality sub-group). We have attended a number of Level 2 and 3 MAPP meetings on which we provide feedback to the MAPPA co-ordinator. We have also taken part in multi-agency audits (Panel Audits) which examine a 'dip-sample' of cases as part of the review process of the way cases are managed and we have contributed to the serious case reviews undertaken by MAPPA. We also attended the National MAPPA Lay Advisers conference in January which focussed on risk management and the role of Lay Advisers in keeping communities safe.

We have witnessed the commitment of agencies and the high level of knowledge and professionalism of the individuals from these agencies to this multi-disciplinary approach this year and from the information available to us, we feel confident that MAPPA is working effectively in Hampshire and Isle of Wight in protecting the public.

**Nicola Price & Ray Palmer**  
MAPPA Lay Advisers

## Training summary

Training and briefings are delivered to a variety of audiences on behalf of the MAPPA SMB. Regular Awareness training is available to agencies likely to be involved in MAPPA- the aim of this event is increase general awareness of MAPPA and multi-agency risk management plans are key to protecting the public.

Individual agency briefings are offered when there is a significant need to update MAPPA knowledge within an organisation- these briefings can be tailored to a specific role of an agency if required.

To enquire about MAPPA training please email [mappa@hampshire.pnn.police.uk](mailto:mappa@hampshire.pnn.police.uk)



# KEY OBJECTIVES FOR 2020-21

The Hampshire and IOW MAPPA Strategic Management Board has identified priorities for 2020- 2021. These include:

- Working with local Housing authorities to develop an accommodation strategy that supports effective public protection.
- Hosting professional development events for practitioners and Chairs involved in MAPPA with a focus on risk management strategies.
- Ensuring that MAPPA meetings are as effective as possible by providing improved attendance facilities, effective record keeping and data analysis.
- Formalising the working arrangements between the MAPPA Responsible Authorities and Duty To Cooperate agencies through revised Memorandums of Understanding.
- Responding to the recommendations from the Serious Case Reviews, improving processes and practice where necessary to better protect the public from harm.





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



**HAMPSHIRE**  
CONSTABULARY