



Multi Agency Public Protection Arrangements

NORFOLK



ANNUAL REPORT 2019-20

Introduction

REFLECTIONS

Reflecting on 2019 – 2020, Norfolk's Multi Agency Public Protection Arrangements (MAPPA), the partnership and staff engaged in the arrangements have worked tirelessly to discharge their responsibilities and keep our communities safe. Whilst the total number of high risk, high harm offenders has remained relatively stable this year from previous years; the complexity and challenge facing staff in managing the risk should not be underestimated. This fact was sadly brought into sharp focus during this year with the murder committed by a MAPPA offender who in November 2019 was convicted and sentenced to life imprisonment. With the Serious Case review publication due shortly the Strategic Management Board will ensure that any local lessons will be full considered and taken forward where achievable. Reflecting further, it would be impossible not to comment on the impact that the global Covid 19 pandemic has had on all aspects of life and professional practice. MAPPA too has had to make adjustments this year, most notably to the case conference meetings and case management approaches. With the help of technology and innovation staff have shown their resilience and adaptivity and continued to ensure arrangements are robust. Supporting this endeavour and providing scrutiny has been our lay members who commenced a series of compliance audits to provide the strategic partnership with confidence. As we look to the future and contemplate national arrangements surrounding the management of convicted Terrorist Act offenders by the Probation Service we will look forward to developing even stronger relationships in order to discharge the accepted recommendations made by the 2020 independent review of MAPPA for terrorist offenders.

ACC Nick Davison
Chair MAPPA Strategic Management Group

MAPPA WEBSITE

Suggestions were requested, and subsequently, received on ways to improve the Norfolk MAPPA website. The MAPPA team will review and evaluate this feedback and changes to the MAPPA website will be made in due course.

www.norfolkmappa.org.uk

MAPPA TRAINING

Information Sharing is vital to ensure the MAPPA process works effectively and all Responsible Authorities and Duty to Cooperate Agencies need to be aware of their MAPPA duties under the Criminal Justice Act 2003.

In 2018/19, Norfolk MAPPA held training events for agency professionals from across Norfolk. These led to greater attendance at MAPPA by all agencies. Unfortunately, due to the global situation regarding Covid-19, the training scheduled for May 2020 and plans for Autumn 2020 training were postponed. These training days will be rescheduled once further government advice is received and it is deemed safe to do so.

With Covid-19 measures looking set to continue during the first half of 2021, work is being completed by the Norfolk MAPPA team on a training package which can be delivered via Microsoft Teams, to ensure professionals within Norfolk are kept informed of any changes and practices within Norfolk MAPPA.

MAPPA DURING COVID-19

Despite MAPPA training being postponed due to the current global situation, the MAPPA process itself has continued throughout. Risk management remains vital to ensure we continue to protect the public.

MAPPA has needed to adapt to align with government guidelines and changes in working practices. MAPPA Level 2 and 3 meetings have now progressed onto Microsoft Teams. Attendance statistics suggest that agency attendance has increased as a result.

We have had significant staffing changes within the MAPPA team during the pandemic covering the co-ordinator role, a change in administrator and also within the lay advisor team. Whilst largely working from home, this has required flexibility and adaptation from not only the team, but from each agency that we work with.

The MAPPA team would like to thank partner agencies for their continuing commitment to the MAPPA process and for their flexibility in ensuring we could continue to manage risk effectively whilst working within unprecedented circumstances.

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 2020				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1105	451	3	1559
Level 2	5	2	12	19
Level 3	0	0	4	4
Total	1110	453	19	1582

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	38	33	31	101
Level 3	3	3	4	10
Total	41	36	35	112

RSOs cautioned or convicted for breach of notification requirements	20
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RSOs who have had their life time notification revoked on application	6
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	63
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	6	3	2	11
Level 3	1	0	0	1
Total	7	3	2	12
Breach of SOPO				
Level 2	0	0	0	0
Level 3	0	0	0	0
Total	0	0	0	0

Total number of Registered Sexual Offenders per 100,000 population	122
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This figure has been calculated using the mid-2019 estimated resident population, published by the Office for National Statistics on 24 June 2020.

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.

(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.

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