



Multi Agency Public Protection Arrangements

# SUFFOLK



# Annual Report



# Intro

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## Welcome to the Suffolk MAPPA Annual Report 2019 – 2020.

The last year has been a tumultuous one for everyone. Prioritising Public Protection in the midst of a global pandemic has been a challenge for all involved. Despite this, Suffolk MAPPA has continued to manage the most serious sexual and violent offenders in our county and public protection remains our highest priority. In 2019-20 Suffolk MAPPA has continued to work in collaboration with criminal justice and other partnership agencies to protect vulnerable individuals, groups and communities.

This has only been possible thanks to the dedication and hard work of the agencies and individual professionals who collaborate under MAPPA coordination. Particular recognition is given to the adaptive and responsive way in which all those involved have worked. When the country entered a national lockdown in March the way most of us work had to change, practically over-night. Although much professional interaction has become remote, it is important to highlight that frontline workers from a wide range of agencies have continued to have face-to-face contact with service users and offenders; working tirelessly and in unprecedented circumstances in order to protect the public and ensure the safety of our communities.

I would like to recognise the hard work of everyone from:

- 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)
- Psychology in Probation
- Department of Work and Pensions
- Housing Authorities
- Victim Liaison
- UKBA
- Electronic Monitoring

The success of MAPPA in Suffolk has always been dependent upon close working relationships between the agencies actively involved in the coordination process. 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. Never has this collaboration been more crucial, or more evident, than during the last year.

Throughout the year, we have been working with agencies to improve the accurate recording and registration of MAPPA eligible offenders. This is reflected within our statistics and particularly evident in category 2 offenders. Although figures appear to have risen, we have not had a significant influx of these cases in Suffolk, but we are getting better at recording them. It is important to note that the majority of Suffolk offenders continue to be managed at Level 1, with only the critical few being managed at the higher levels. This means that resources can be targeted towards those posing the highest risk. We continue to hold regular reviews of all MAPPA eligible cases to ensure they are managed at the appropriate level.

There is no doubt that we will continue to face significant challenges and that none of us can be sure what the next year has in store. However, I am confident that Suffolk MAPPA and all those who work in collaboration with us will continue adapting and responding to change in order to deliver the highest possible standard of public protection. (For more information about how we are adapting the way we work, please see Page 7 of this report).

**I would like to take this opportunity to say a huge thank you to all those agencies and individuals who have played their part in multi-agency working this year. Your diligence and dedication to public protection and risk management, particularly during such difficult times, has been outstanding.**

Sophie Whelpton  
Suffolk MAPPA Co-Ordinator

# What is MAPPA?

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## 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](http://www.gov.uk)

# MAPPA Statistics

<b>MAPPA-eligible offenders on 31 March 2020</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	848	1318	-	2166
Level 2	6	5	5	16
Level 3	0	1	0	1
Total	854	1324	5	2183

<b>MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	17	20	13	50
Level 3	2	3	0	5
Total	19	23	13	55

<b>RSOs cautioned or convicted for breach of notification requirements</b>	108
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<b>RSOs who have had their life time notification revoked on application</b>	10
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<b>Restrictive orders for Category 1 offenders</b>	
<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	65
SHPO with foreign travel restriction	0
NOs	2

<b>Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b>	0
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<b>Level 2 and 3 offenders returned to custody</b>				
	<b>Category 1: Registered sex offenders</b>	<b>Category 2: Violent offenders</b>	<b>Category 3: Other dangerous offenders</b>	<b>Total</b>
<b>Breach of licence</b>				
Level 2	1	4	3	8
Level 3	0	0	0	0
Total	1	4	3	8
<b>Breach of SOPO</b>				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	126
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This figure has been calculated using the Mid-2019 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

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## 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 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

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## Adapting the way we work: Public Protection during a global pandemic

Until earlier this year, Suffolk MAPPA meetings took place at offices in Ipswich, Lowestoft and Bury St Edmunds 4-5 times a month. Meetings were regularly attended by representatives from all agencies, sometimes including up to 10-15 people. With concerns over Covid-19 rising and the announcement of the first national lockdown in March, it was evident that we were going to need to change the way we work.

The transition to remote meetings has not been without its challenges; particularly as agencies varied significantly in their access to technology platforms. Thankfully, there was a swift response to these issues from the relevant teams. Suffolk MAPPA meetings are now conducted via a secure business communication platform which can now be accessed by all our partner agencies. In 2020 alone, we held 142 MAPPA meetings in Suffolk and the majority of these were done remotely. Attendance at meetings has been consistent, even improved! With the future still uncertain, we will continue to operate remote meetings until further notice. Once it is safe to do so, we may return to a face-to-face model, but maintaining a hybrid approach so that we can harness the positive aspects of remote working: improved attendance, reduced travelling costs and more efficient use of time.

The Suffolk MAPPA Strategic Management Board (SMB) has maintained oversight of how individual agencies have operated and maintained public protection over the last year. The Board includes representatives from Police, Probation, Prison, Social Services, Youth Justice, NSFT, DWP and housing. We have had regular updates as to how teams from these agencies are adapting the way they work with service users in order to deliver service, maintain the safety of their staff and continue to protect the public. The combination of remote working and face-to-face service delivery has been carefully planned and often inventive. Again, this is an opportunity to highlight and applaud the work of Suffolk's key workers, the often 'hidden heroes' who work with those involved in the Criminal Justice System.



## Training

MAPPA training continues to be an important part of the work we do. Sadly, the training events we had planned for early 2020 had to be cancelled as large-scale face-to-face events could no longer take place safely. However, now that we have improved access to technology and communication platforms, we are able to offer remote training. A number of events have taken place this year with various agencies and these will continue throughout 2021. These can be delivered to small, single-agency groups; or to larger groups from a mix of agencies. If you would like to organise a training event for your team, please contact the Suffolk MAPPA Co-Ordinator and look out for details of larger events to be held later in the year.

## A success story

'Karl' was managed at MAPPA level 2 between November 2019 and August 2020. He had received a prison sentence for Affray and Possession of an offensive weapon. Prior to being sent to prison, Karl had exhibited an emerging pattern of violent behavior. Whilst in custody, his behavior had been described as volatile and unpredictable; he was assessed as posing a high risk of serious harm to the public. Concerns had been raised by professionals that Karl was presenting with learning difficulties and/or an emerging mental health issue. Karl had refused to engage with any social or mental health care assessment whilst in custody and was due to be homeless upon release.

Due to the lack of clarity around Karl's support needs and the potential level of risk he posed, housing providers were reluctant to offer him

accommodation. As Karl had been in prison in Norfolk, there were professionals involved from both counties and it was unclear who held responsibility for assessments and support.

Because of his MAPPAs status, funding was secured for Karl to stay in temporary accommodation upon release. This afforded Karl some stability and independence; whilst enabling his Probation Officer to work alongside the Local Housing Authority; Adult Care Services; and the community mental health team in order to properly assess his needs. With an appropriate support package identified and implemented, the Local Authority were willing to offer Karl independent accommodation.

Without MAPPAs oversight, it is likely that Karl would have spent some time as homeless. This would have increased his vulnerability and his likelihood of reoffending, therefore increasing risk to the public. Further to this, MAPPAs facilitated liaison between various agencies across two counties and enabled appropriate support measures to be put into place. Karl's licence is due to end in a matter of days; he has not come to further attention of the Police; he has engaged well with the agencies working alongside him; and his risk assessment has been reduced to medium. Karl remains in his accommodation and with the appropriate support in place, is managing his tenancy well.

MAPPAs offenders are very difficult to house, particularly those with sexual offence convictions, arson convictions, or a high level of support needs.

This year Suffolk MAPPAs has made continued progress in improving working arrangements with Local Housing Authorities, with housing representatives regularly attending MAPPAs meetings for those who are hard to house. In addition, we have secured additional funding for the next 12 months which is specifically for use in the resettlement of those subject to MAPPAs management in Suffolk; many of whom will face similar problems to Karl.

Suffolk MAPPAs



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National  
Probation  
Service

