



Multi Agency Public Protection Arrangements

LEICESTER, LEICESTERSHIRE AND RUTLAND



Annual Report 2020-21

Introduction

We are pleased to introduce the 20th Annual Report of the Multi-Agency Public Protection Arrangements (MAPPA) in Leicester, Leicestershire and Rutland (LLR) which reviews the work we have undertaken to protect the public and make our communities safer.

Our focus and priority continue to be protecting the public from serious harm, which remains challenging with a further continued year on year rise of offenders being managed. This challenge has obviously been made more complex by the continuing impact of the Global Coronavirus Pandemic.. The relationships we have in Leicester, Leicestershire and Rutland with the statutory and responsible agencies for managing MAPPA registered offenders continues to strengthen whilst addressing the challenges that confront all partners, with a broader focus seen on vulnerability and organised crime. This has placed us in an excellent position from which to plan and problem-solve together in order to continue the work of MAPPA and protect the public within the COVID restrictions placed upon all the contributing agencies. The positive impact of the MAPPA processes are illustrated by the ongoing commitment to managing MAPPA cases, excellent representation at MAPPA meetings and the investment being made to continually improve.

The MAPPA framework within Leicester, Leicestershire and Rutland remains efficient with minimal expenditure and excellent performance

indicators. Importantly, for the tenth consecutive year the partnership, risk management and effective protection arrangements have contributed to no serious further offences being committed by the most challenging offenders managed at MAPPA Level 2 or 3.

This Annual Report provides an explanation of the MAPPA arrangements, the local statistics and a summary of our local approach.

Bob Bearne,
Head of the Probation Service
Leicester, Leicestershire and Rutland
Chair of the Strategic Management Board (SMB)

David Sandall,
Assistant Chief Constable
Leicestershire Police
SMB Deputy Chair

James Donaldson, Deputy Governor
Leicester Prison
HM Prison Service

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 2020				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1196	344	0	1540
Level 2	4	5	1	10
Level 3	3	1	0	4
Total	1203	350	1	1554

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	7	7	4	18
Level 3	7	2	2	11
Total	14	9	6	29

RSOs cautioned or convicted for breach of notification requirements	51
--	----

RSOs who have had their life time notification revoked on application	16
--	----

Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	76
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
---	---

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	1	0	1	2
Level 3	1	0	0	1
Total	2	0	1	3
Breach of SOPO				
Level 2	0	0	0	0
Level 3	1	0	0	1
Total	1	0	0	1

Total number of Registered Sexual Offenders per 100,000 population	115
---	-----

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

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

Leicester, Leicestershire and Rutland MAPPA had another successful year in 2020 - 2021, helping to protect the public from those who have the potential to cause serious harm. The passing year has seen a significant increase in the number of referrals to MAPPA and a corresponding rise in the number of cases managed at Level 2 and 3.

This is all the more remarkable, given the revised operating models implemented by all partners in light of the continued impact of the pandemic. During the course of MAPPA Operational meetings, discussions have taken place in relation to the lessons learnt on how various partner agencies and their staff have coped with impact of lock down. There is consensus that managing MAPPA meetings remotely has not had any detrimental impact on service delivery and as such there is merit in us retaining this model of operational delivery in the immediate future in the main.

MAPPA business has not been hindered by the challenges presented by the pandemic, all key performance targets having been met. This in turn reflects the commitment of partners to co-operate and work collaboratively in respect of operational delivery.

The safety of victims or of any child or adult at possible risk of harm is the primary consideration when planning the management of a MAPPA eligible offender. Within this context protecting the communities of LLR from violent and sexual offenders is a key priority for agencies across the county. As such public safety remains at the heart of what we do.

In realising this objective, we have introduced a robust system of auditing both Level 2 and 3 meetings. The purpose of which is to ensure that our practice adheres to MAPPA guidance. This has proved to be an invaluable tool in reviewing our practice and implementing changes when deemed necessary. We have sought to offer further assurance of our work to partners by expanding the core panel membership who sit on our Single Referral meeting, this now includes representatives from Housing, Job Centre as well as the MAPPA clinical lead. Finally, in an effort to offer ever greater assurance of our work, we have recently launched a campaign to recruit Lay Advisors.

Lay Advisors are members of the public with no direct links to the business of managing offenders; they act as independent, yet informed observers who can pose questions which the professionals involved might not think of asking. They also bring to the SMB an understanding and perspective from the local community where they must reside and/or have strong links. Lay Advisors will take part in the monitoring and evaluation of the operation of MAPPA. They will want to satisfy themselves, on behalf of the wider

community, that the Panel has done all that it can reasonably be expected to do in protecting the public, that the agencies are acting responsibly and proportionally in the management of risk and that the victim and offender's rights are not compromised.

In recent months we have developed a collaborative working relationship with colleagues from the National Security Division. Nationally the NSD is in process of setting up regional MAPPA panels. In due course the NSD will chair and manage their own meetings, however, a range of logistical issues remain outstanding that mean NSD are not yet in position to move to this model. In the interim, the generic MAPPA unit will assist the NSD in supporting the delivery of NSD MAPPA.

Further challenges have been presented by the reunification of the Probation Service. It is apparent that levels of understanding of the MAPPA process and particularly the criteria required to refer cases into MAPPA will either need re-visiting for legacy CRC staff or such staff will need training afresh in how MAPPA works. This will require significant effort and resources and I am sure that the SMB will closely monitor progress in relation to this in the coming year.

Other key developments across the partnership during the past year has seen the relaunch of IOM procedures. Following the publication of the National IOM Strategy, the local IOM partnership delivery has been reviewed to ensure it delivers against the requirements. The national strategy sets out that IOM should work with those offenders that are considered to present the highest risk of re-offending and require support to address complex 'pathway needs' which contribute to the root cause of their offending. IOM brings the benefit of partnership 'added value' and this remains a core requirement when adopting offenders.

The Responsible Authority for Multi Agency Public Protection Arrangements in LLR comprises Leicestershire Constabulary, HM Prison Service, and the Probation Service, acting jointly.

Managing offenders, protecting victims or vulnerable persons and keeping individuals and communities safe cannot though be achieved by criminal justice services on their own. All too often, other services have to be actively involved as well. So, alongside the Responsible Authority agencies, the arrangements also bring together:

City and County Youth Offending Services

City and County Children's Social Care and Education Services

City and County Adult Social Care Services

LLR Healthcare Foundation Trust

Community Health Services and other local NHS Services

Clinical Commissioning Group

City and Borough and District Council Housing Services along with a number of social housing providers
Jobcentre Plus (Department for Work and Pensions)
Electronic Monitoring Services (Capita)
Immigration Enforcement section, including the Home Office.

Useful Links

Leicester, Leicestershire and Rutland MAPP
0116 248 6606

mappa@leicestershire.pnn.police.uk

www.mappa.justice.gov.uk

Leicestershire Police
101

www.leics.police.uk

Her Majesty's Prison Service

www.justice.gov.uk

National Probation Service

www.gov.uk/government/organisations/national-probation-service

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

www.gov.uk

Probation
Service



HM PRISON
SERVICE

Insert Police logo
in this table cell