

MAPPA

Multi-Agency Public Protection Arrangements
Annual Report 2020-21
North Yorkshire



National
Probation
Service



Protection through
partnerships

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Foreword

This annual Multi-Agency Public Protection Arrangements report is important. It provides agencies responsible for maintaining the high standard of MAPPA offender management, an opportunity to explain their key roles to the public. Equally, it should give communities the confidence that our arrangements are strong and that we are effective in managing the most dangerous offenders living within the County of North Yorkshire.

Prior to the COVID-19 pandemic, MAPPA meetings, where information can be shared to inform risk assessments and the deployment of resources to support offenders, were completed in person. However, the pandemic resulted in transitional changes to the MAPPA practices. Models of delivery were put in place keeping National Probation Service staff, police offender managers and offenders safe from the virus, but ensured we were still able to supervise MAPPA offenders within the community.

We cannot totally remove all the risks presented by the offenders, nor should we become complacent in our approach. All agencies must continue to work together to identify and reduce the risks of further offending.

I would like to thank all agencies and staff involved in the MAPPA arrangements for their high levels of professionalism and their commitment during these difficult and challenging times.

Allan Harder

Chair, North Yorkshire MAPPA Strategic Management Board

Detective Superintendent
North Yorkshire Police



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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, violent and terrorist 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.

Local Strategic Management Boards comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA with their respective areas. The Responsible Authority is also required to appoint two lay advisers to sit on each MAPPA area Strategic Management Board (SMB).

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 more senior oversight and 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 enables 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.



MAPPA and counter-terrorism

In response to the terrorist attack committed by Usman Khan at Fishmongers' Hall on 29 November 2019, the Home Secretary and the Lord Chancellor commissioned Jonathan Hall QC, who is the Independent Reviewer of Terrorism Legislation, to undertake a review of MAPPA and the management of known terrorists and other extremist offenders (TACT Offenders). The terrorist attack committed by Sudesh Amman in Streatham High Road on 2 February 2020 served to reinforce the need for the review, since both Khan and Amman had been managed under MAPPA. The government published the report on 2 September 2020 and published a response to it on 9 December.

Both documents are available at <https://www.gov.uk/government/publications/multi-agency-public-protection-arrangements-review>. The report made a number of recommendations, several of which have been or are being implemented via the Counter-Terrorism and Sentencing Act 2021 and the

Police, Crime, Sentencing and Courts Bill. Others have already been introduced by the creation of the National Security Division (NSD) in the Probation Service to manage terrorist offenders. The Secretary of State has also revised the statutory MAPPA Guidance on terrorist offenders.

The Probation Service, via the NSD, has created a specialist dedicated and highly skilled workforce, which provides an enhanced level of management and intervention for the most high-risk, complex and high-profile offenders in the community. This will include the management of terrorist connected and terrorist risk offenders. Five Probation Service national security units have been established across England and Wales during 2020/21. The NSD and Counter-Terrorism Policing will be working closely with local Strategic Management Boards to ensure the robust management of terrorism cases. The NSD also manages serious organised crime and the most high risk and high profile public protection cases.



Auditing MAPPA

MAPPA Strategic Management Boards (SMB) are responsible for keeping the MAPPA arrangements in their area under review - to monitor the effectiveness of MAPPA operations and make any changes that appear necessary or expedient. This is done through the monitoring, auditing and evaluation of MAPPA processes in order to:

- provide evidence that the statutory duties regarding the delivery of MAPPA are being delivered, and
- provide evidence that everything was done that could reasonably have been done to prevent MAPPA offenders from reoffending.

There are various ways of providing evidence that 'everything was done'; completion of an annual audit of cases, through MAPPA Serious Case Reviews should an offender subject to MAPPA commit a specified serious further offence; annual review of complaints received; demonstrating compliance with MAPPA Key Performance Indicators (KPIs) and providing National Statistics for the MAPPA Annual Report.

For this article however, the focus is on the process in place in York and North Yorkshire for auditing MAPPA cases, and the separate auditing of the management of MAPPA meetings.

The very first audit of cases took place in our area in March 2004 and an annual audit has taken place every year since then.

The purpose of the audit, and the materials from which data is collected, have remained very much the same since 2004. Materials used are a random selection of cases referred into MAPPA and corresponding documents; invitations to attend; reports submitted and the minutes of meetings that have taken place.

From these documents we can gather information to assess the effectiveness of the eight main principles of MAPPA:

Timeliness - was the MAPPA referral made in good time and was any subsequent MAPPA meeting scheduled in good time.

Quality and appropriateness of referral - was there sufficient information provided to make an assessment of the risk of serious harm the offender poses to others.

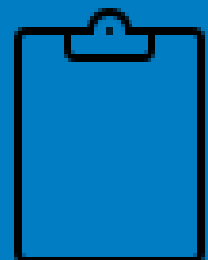
Agency attendance and participation at meetings - were all the agencies relevant to the offender in terms of safeguarding others and rehabilitation at the meeting.

Information sharing and risk assessment - was all the information shared that allowed an up to date risk assessment to be made.

Risk Management Plans (RMP) - was an appropriate and sufficient RMP put in place and were actions given at the meeting undertaken within the given timescale.

Administration - was the administration of meeting, sending out of invitations, preparation of the actual minutes and distribution of minutes completed satisfactorily and in good time.

Outcomes - overall assessment of the effectiveness of the MAPPA meetings.



Until 2017 an audit tool devised by York and North Yorkshire, and which was subsequently taken up nationally, was used. However, over the last three years a new comprehensive quality assurance tool, that can more easily be accessed electronically, has been used by most MAPPA areas.

Previously MAPPA audits have been undertaken by a MAPPA lay advisor attending randomly selected meetings as an observer and completing a report against the key performance indicators. Following the meeting the auditor also gets a copy of the minutes to ensure details and information shared at the meeting is reflected in the minutes. This year due to the pandemic we broke with our usual tradition of holding multi-agency audits in person and instead a group of MAPPA chairs from Probation and Police each audited a selection of cases virtually.

The purpose of these audits, which aim to cover at least one meeting by each MAPPA chair a year, is to provide evidence of the quality and effective conduct of MAPPA meetings as well as a way of providing feedback and support to MAPPA chairs and administrators. Due to home working, and restrictions placed on work practices due to the pandemic, MAPPA meetings have taken place remotely via Microsoft Teams which has allowed the monitoring of meetings to continue.

Finally, the most recent audit of cases which took place on the 10 February 2021 proved to be really positive. There were two recommendations around changes to the minutes to include more information about the motivation of the offender and the need for agencies to be reminded of the timescale for referrals both of which have been addressed. One case did identify some poor working practices which were able to be fed back to the individual.

Positively however, good practice was identified in risk assessment and the formulation of risk management plans and overall attendance and participation by agencies attending the meeting was assessed as very good and this was despite the pandemic.

Professional partnerships

Since 2018 the North Yorkshire and Vale of York Clinical Commissioning Groups (CCG) Adults and Children's designated safeguarding professionals and primary care safeguarding team have been involved in MAPPA processes. The initiative to create a pathway for sharing 'relevant and proportionate' information was developed by the MAPPA team and the Primary Care Safeguarding Team in response to learning from a review.

When invited, a member of the CCG safeguarding team attends the initial meeting for level 2 and level 3 offenders. During the MAPPA meeting the information to be shared with the registered GP, and any other general health services, of the MAPPA-eligible offender is agreed.

The information sharing template is completed and information shared securely to the relevant primary care and hospital service. Receiving this information is important to enable those services to manage any risks related to the offender and safely provide appropriate

health care and referral to specialist services where necessary maintaining that same level of support.

In the years that we have been involved annual audits have been completed and refinements made providing assurance that the process is fully embedded across GP practices and hospital safeguarding teams in North Yorkshire and York.

We have continued our commitment to supporting MAPPA processes through the very difficult period of the COVID-19 pandemic. As a team we recognise the critical importance of the multi-agency arrangements and we are proud to say that the innovative involvement of primary care continues to make a difference in keeping people safe and supporting the health needs and vulnerabilities of MAPPA-eligible offenders.



Learning from the pandemic

In our last annual report, we reflected on the unexpected and fast paced impact the pandemic had, and the consequential requirement for us to move swiftly into an exceptional delivery model which enabled home working and remote meetings.

Given the critical work undertaken in MAPPA, to collectively manage risk and protect the public, there was an urgency to provide an alternative inclusive structure in order that we held meetings remotely. This was the short-term goal but in this highly important area of work we are always evaluating our practice and looking for improved ways to do things. We have therefore seriously examined the learning from this experience.

As tragic as the pandemic has been, given the colossal impact on individuals, families and business, this situation, albeit one we would have chosen not to experience, was an unforeseen opportunity for North Yorkshire. Spanning 2.9 million acres North Yorkshire is the largest county in the UK and with its seven districts, in addition to York, it has always been a challenge to provide MAPPA meeting venues in sufficiently centralised places for staff from the Responsible Authority and Duty to Cooperate agencies to attend without having to travel significant distances.

This has wide spreading detrimental effects on any organisation; the financial costs to businesses or the individual and travel time which can impact the individual's health and wellbeing, or if covered by the business has significant impact on productivity and availability. If this isn't enough of a concern, there is obviously the very serious issue of the billions of tons of greenhouse gas emissions in the form of carbon dioxide which highway vehicles release. Although there are greener ways to travel, in rural North Yorkshire it is likely that alternatives to driving are used less by staff than in more urban counties.

Therefore, the alternatives to face to face meetings, albeit not a choice we would have all made, has essentially improved our collective commitment to attending MAPPA meetings and across the board has

been so much more cost effective and should be helping to slow down global warming.

On average we have approximately 10-15 staff at any one MAPPA meeting who may be travelling anywhere from around three miles to potentially 50 miles each way, and more in some cases, and their return journey could take them anywhere up to three to four hours. This could be a journey they might make up to three times per month. If we compare this to the cost of three conference calls, we can easily see the cost deficit from travelling to meetings on a regular basis.

Staff have consistently reported to find virtual attendance at meetings a real benefit and most have reported their wish to continue to hold meetings in this way. In terms of attendance rates the move to virtual meetings has had a positive impact on achieving Key Performance Indicators.

So, conferencing most definitely enables collaboration much more easily. It supports work life balance by giving staff more time away from travelling and over all should increase time and opportunity to be more productive in work.

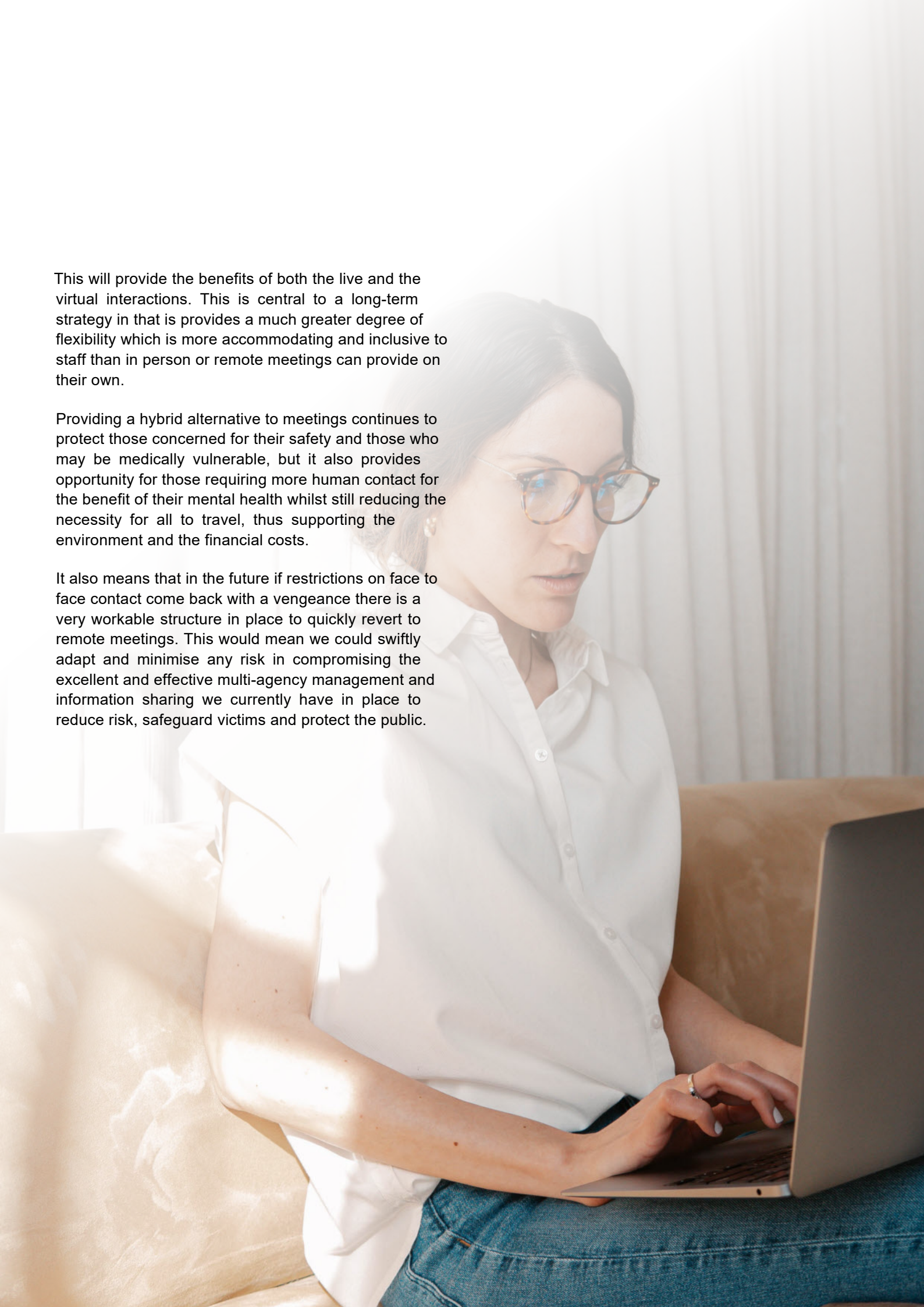
There is of course an argument to uphold regarding the significant benefits face to face interaction can have. There is likely to be a human cost to those staff who might be more socially isolated, who perhaps live alone and maybe have less opportunity to work from an office base. They are likely to feel the real negative impact that significantly reduced contact with colleagues and others may have.

This is significant not to lose sight of. Despite the challenges we have overcome, and the learning and benefits we can take forward from running remote meetings, it is important going forward to balance the needs of all staff and reach a place where perhaps an appropriate hybrid or blended meeting is possible.

This will provide the benefits of both the live and the virtual interactions. This is central to a long-term strategy in that it provides a much greater degree of flexibility which is more accommodating and inclusive to staff than in person or remote meetings can provide on their own.

Providing a hybrid alternative to meetings continues to protect those concerned for their safety and those who may be medically vulnerable, but it also provides opportunity for those requiring more human contact for the benefit of their mental health whilst still reducing the necessity for all to travel, thus supporting the environment and the financial costs.

It also means that in the future if restrictions on face to face contact come back with a vengeance there is a very workable structure in place to quickly revert to remote meetings. This would mean we could swiftly adapt and minimise any risk in compromising the excellent and effective multi-agency management and information sharing we currently have in place to reduce risk, safeguard victims and protect the public.



Undercover online investigations

In 2019 North Yorkshire Police prosecuted a male living in their area for offences related to engaging in sexual communication with a child, causing/inciting a female under 13 to engage in sexual activity and making indecent photos of a child. The male received 24 months imprisonment, suspended for two years, was made subject to a Sexual Harm Prevention Order (SHPO) and was required to sign the Sex Offenders Register for ten years.

In February 2021 the perpetrators police manager, in conjunction with the probation practitioner responsible for supervising their order, made a referral to the Under Cover Online team (UCOL) due to concerns that the male was engaging in illegal activities online.

In mid-March 2021 UCOL engaged the male online. Due to his previous convictions and his ongoing SHPO he was clearly guarded to be begin with. However, he soon engaged with the undercover officer who he had believed to be a female child.

The male identified an upcoming bank holiday weekend as an opportunity to meet the child and spend the weekend at his accommodation. Investigative evidence would indicate that his intention was to actively abuse the child.

On a date agreed with the undercover officer the male attended the agreed location and was arrested by the police. Just before his arrest he had entered a shop and obtained various items to facilitate his planned sexual abuse.

Police interviewed the male and he was later charged with nine offences under the Sexual Offences Act, in addition to an attempt breach of his SHPO.

UCOL are a Regional resource that take referrals from those managing Registered Sex Offenders (along with other offenders) and actively engage with the offenders.

Access to the Internet is widely available and seen as a necessity to daily living, hence the need to actively and robustly seek and manage those who commit such offences.

The UCOL team and police colleagues have extremely stringent guidelines and laws to follow when conducting such investigations, but this tactic is clearly needed when managing those intent on searching for and engaging with young, and often very vulnerable children, only to satisfy their own sexual desires.

The male was later sentenced to ten years imprisonment, with an extended licence of four years.

Addressing domestic abuse

It is estimated that there are 2.3 million victims of domestic abuse each year, two thirds of whom are women. More than one in ten of all offences recorded by the police are domestic abuse related.

The Domestic Abuse Act 2021 aims to ensure ‘that all victims have the confidence to come forward and report their experiences, safe in the knowledge that the state will do everything it can, both to support them and their children and pursue the abuser’. One of the aims of the act is to “create a statutory definition of domestic abuse, emphasising that domestic abuse is not just physical violence, but can also be emotional, controlling or coercive, and economic abuse.”

An offence of controlling or coercive behaviour in an intimate or family relationship came into force on 29 December 2015. Controlling and coercive behaviour is the main theme of a new training package developed by Safe Lives. Safe Lives are a charity who aim to put domestic abuse survivors at the heart of their work. The training is co-delivered with a Police specialist, a domestic abuse specialist and in North Yorkshire a probation practitioner has been given the opportunity to train and co-deliver this programme.

These specialists are able to deliver the training and give an insight from differing viewpoints, from the legislative perspective and the human impact from the perspective of the victim. Currently the training is delivered to the Police to focus on any gaps in understanding. For example; why do victims stay in the abusive relationship? Or why do they go from one abusive relationship to another?


The training is energising and impactful and includes a harrowing video clip that highlights the complexities of domestic abuse and how there is so much more going on behind the scene. It also goes some way to explain why the police receive a call out stating there is screaming, fighting and a knife is involved, but when the police arrive everything is calm and both parties state it was just an argument. The victim is more scared of their partner than they are of wasting police time.

A probation practitioner’s primary responsibility is to manage the perpetrator of an offence, but it is crucial that they understand the victim perspective and do everything required to safeguard them and protect the public. Practitioners are trained in this area of work but in response to the Domestic Abuse Act 2021 HMPPS have made a commitment to improve the identification and risk assessment of perpetrators and strengthen risk management where necessary through referral into MAPPA.

Although MAPPA is set up to collectively address the risks posed by the perpetrator it does so much more by considering the entire situation regarding risk; What are the risks? Who poses the risks? Who is at risk? What resources can be secured to ensure we safeguard those at risk and at potential risk? What interventions and treatments can we use to work with the perpetrator to reduce and manage their risk and/or what restrictive and prohibitive measures do we have to impose to reinforce risk management through use of external controls?

The Spousal Assault Risk Assessment (SARA) V2 training is being relaunched to ensure all probation practitioners are proficient in assessing the risk of violence in the context of domestic abuse and practitioners have embraced the use of the new Skills for Relationships toolkit which has been of significant value during the pandemic as much of this work could be undertaken remotely with people on probation.

The completion of the Building Better Relationships (BBR) accredited programme remains a high priority and everything is being done to provide opportunity for those meeting the criteria who’s completion has been delayed due to the pandemic, where the impact on the organisation being able to deliver face to face group work was severely inhibited.



North Yorkshire is also part of a three-year pilot of mandatory polygraph examinations on individuals convicted of domestic abuse offences released on licence, who are identified as being at very high or high risk of causing serious harm. The Domestic abuse polygraph pilot commenced on 5 July 2021 and is a randomised control trial (RCT). This means that half of those considered eligible will be subject to the licence condition (intervention group) and half will not (control group).

In conclusion, although the past year has concerningly shown an increase in incidents and reports of domestic abuse it has also seen a proactive response in organisation's approach and commitment to taking action to effectively address the issue.

The police's national commitment to training their staff through Safe Lives DA Matters, the Domestic Abuse Act 2021, the national approach under MAPPA Guidance to consider all high risk perpetrators for referral into MAPPA management and the fact that HMPPS and many other statutory organisations are raising the profile of the importance of this work which will undoubtedly help support the third party sector organisations, such as IDAS who are the largest specialist charity in Yorkshire supporting people affected by domestic abuse.

MAPPA in action



Case summary

Mark was convicted and sentenced to custody, at Crown Court in relation to a joint offence of Robbery. The victim was stabbed by one of the group and sustained life-changing injuries.

Custodial work

The COVID-19 pandemic affected the provision of services within custody, with education and work to reduce risk on release affected. However, contact was maintained by video calls and latterly visits. Despite the difficulties, education and other support was maintained to some degree and Mark's overall behaviour was excellent, and he maintained 'gold' level throughout his detention. His progress and plan for release was monitored by a multi-agency Resettlement Panel, which involved Youth Justice Service (YJS), Police, Education, Health and Children and Families Service.

Community Work

Mark was released under MAPPA category 2, level 1 oversight. He was assessed on release as presenting a high likelihood of reoffending, and a high risk of serious harm to others.

A multi-agency Information Sharing Meeting (under MAPPA procedures) further developed his plan for release and subsequently met quarterly to monitor and review.

Stringent external controls were part of his licence conditions to manage these risks, including an electronically monitored curfew, exclusion zone, non-contact conditions with the victim, via the Probation victim contact scheme, and co-defendants, and Intensive Supervision and Surveillance, meaning Mark was initially supervised for 25 hours per week.

Appropriate release accommodation was identified with supportive extended family, which was helpful in increasing protective factors, stability, and support, whilst also reducing risks both from and to Mark

Interventions in the community included offending behaviour; weapons awareness; peer influences; victim awareness; anger and emotional resilience; restorative justice to benefit the community, family support; constructive leisure activities, and some support around preparing for fatherhood. Education and training have also been key, with Mark initially completing the Prince's Trust programme, then moving on to full time employment, which coincided in a gradual reduction of his YJS supervision.

Mark has had a change of address within his community supervision period, which involved discussion regarding disclosure with MAPPA, and Mark was then supported to self-disclose information around his risk and safety.

Mark's supervision has gradually reduced, with an evidenced reduction in his likelihood of re-offending and risk of serious harm to others being assessed as medium, at six months post-release. Mark regrets his actions and recognises problematic aspects of his previous lifestyle, now actively distancing himself from his former peer group. He is keen to avoid a return to custody, and is very much looking to the future working, and becoming a father.

A level 1 audit was undertaken to assess the work completed and found:

“ There was very good rehabilitative work and the Intensive Supervision and Surveillance (ISS) contacts in the community, were of an exceptional variety and content.

“We were very impressed that despite Covid, staff were seeing him regularly in various locations and managed to undertake a full ISS in the most trying of circumstances.

“We noted reparation/CAMHS/Education, Training, Employment, Weapons Awareness/Prince’s Trust/Substance Misuse work. We also noted some excellent contacts re community risk and work with North Yorkshire Police to manage this.

There were are a number of highly restrictive release conditions including curfew electronically monitored, no contact with two victims, no contact with two co-defendants, plus exclusion maps.

Really excellent.



Preventing homelessness

After the start of lockdown March 2020, concerns emerged that COVID-19 outbreaks in prisons could be very problematic and prison leavers potentially being released homeless when COVID-19 positive could add to challenges faced by communities.

Probation Homeless Prevention Teams (HPTs) were created with an initial view of helping cases eligible for early release but at risk of homelessness to be placed in temporary accommodation so they could self-isolate if needed and avoid being on the streets where they may more easily spread the virus. However, it soon became apparent that issues related more to those leaving prison at their normal conditional release date and so the focus moved to helping provide them with temporary accommodation - mainly hotels and nightly let single apartment accommodation which was not otherwise being used.

During the second emergency scheme, Yorkshire and Humber (YatH) HPT received 436 requests to address homelessness with just over 11% from the York & North Yorkshire (Y&NY) areas. Of those, 201 (46%) were MAPPA cases with 24 of those being from Y&NY, including six identified as having sexual offending histories.

Risk considerations, to community, staff, cases etc., were of paramount importance and the HPT worked closely with practitioners and MAPPA partners to ensure risk could effectively be managed in HPT properties. Authorisations for placements in these cases were at Regional Probation Director / national Chief Probation Officer level to ensure appropriate oversight was maintained.

Across YatH from November 2020 to May 2021, 139 cases were placed in hotels, 98 in nightly let apartments and five were helped with deposits / rent advances for stable accommodation with 46 cases helped in multiple ways.

Overall, YatH HPT provided temporary accommodation for 43.3% of referrals and utilised 99.97% of the nightly let bed spaces it had access to.

In terms of outcomes, indications were the scheme prevented a high proportion of cases who would have been released homeless from being so.

Anecdotal evidence from practitioners also indicated more cases were maintained in the community for longer without recall/reoffending, with some cases that had rarely settled finding stability. Data also suggested that more cases went on to access stable accommodation of some form, which given that these cases would have been some of the most difficult to address and with complex needs/risks, was considered to be a real success - including those under MAPPA.

As we exit lockdowns, the YatH HPT are introducing a new Community Accommodation Scheme (CAS3) which will offer up to 84 nights temporary accommodation to those leaving prison, approved premises or BASS accommodation potentially homeless. CAS3 is not an 'emergency' scheme but aims to be part of the pre-release planning processes around accommodation for probation cases, the expectation being that other options, Local Authority, partners, friends and family etc., are explored and exhausted before a CAS3 referral is made. If the case remains potentially at risk of homelessness on release / move on from approved premises then the scheme will offer 'transitional accommodation' while options are explored further.

As of July 2021, HPT is mobilising the scheme with the contracted supplier.

Chris Maxwell
Regional Coordinator
Yorkshire and Humber Homeless Prevention Team

MAPPA in action



As part of the Duty to Cooperate (DTC) Local Authority (LA) Housing and other accommodation providers work collaboratively with the Responsible Authority and other DTC agencies in MAPPA and attend Level 2 and 3 meetings as core members. There are many fantastic examples of how they contribute to resettling MAPPA offenders and how this significantly assists in managing and reducing the risk of harm individuals may pose.

In addition, there is some great partnership work across the LA's to assist in managing cases where the area in which an offender has a local connection is not viable to return to. This is often due to a licence condition excluding them from an area in which a victim may live or work, or where a specific location is just not suitable given the nature of the risks that need to be managed.

Case study: Mr M

Mr M was a MAPPA case whose local connection was within the authority of North Yorkshire. However, he had an exclusion of his home area and as a result of appropriate alternative accommodation not being secured in time for his release from prison York agreed to work with the Probation Service to try to help, whilst his home LA sought appropriate accommodation. He was placed into the Peasholme Resettlement Centre. This was temporary but not specifically time limited due to the difficulties faced by the home LA as a result of Mr M's conviction, the resulting exclusion zone and his physical health.

The home LA swiftly secured suitable emergency accommodation in another district and for a very short time this was perfectly manageable. Unfortunately, Mr M was recognised by another male residing in the same accommodation and as a result of the complexities this presented, he had to be quickly removed from this accommodation.

MAPPA managers made immediate contact with York housing managers and they took action to ensure that Mr M could return to the Resettlement Centres to ensure that the management of his risk and the welfare of him as an individual was not compromised. In partnership with the Probation Service who were managing Mr M on licence they worked to resettle him ensuring his benefits were not detrimentally impacted and that he had GP registration and other critical services in place.

The outcome of this work is that Mr M has been fully supported by professionals in an appropriate environment and this has significantly helped to manage his risk. Most importantly it has safeguarded the victim and ensured their needs and wishes are met in respect of imposing and enforcing appropriate licence conditions.

MAPPA statistics

MAPPA-eligible offenders on 31 March 2021

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	900	219	/	1,119
Level 2	9	3	4	16
Level 3	0	0	0	0
Total	909	222	4	1,135

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	27	25	15	67
Level 3	1	2	1	4
Total	28	27	16	71

Registered Sexual Offenders

RSOs cautioned or convicted for breach of notification requirements	18
RSOs having had lifetime notification requirements revoked on application	5

Restrictive orders for Category 1 offenders

SHPOs & NOs imposed by the courts

SHPOs	65
SHPO with foreign travel restriction	0
NOs	1
People subject to notification requirements for breach of a 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
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Breach of licence

Level 2	5	0	6	11
Level 3	0	0	0	0
Total	5	0	6	11

Breach of SOPO/SHPO

Level 2	1	/	/	1
Level 3	0	/	/	0
Total	1	/	/	1

Total number Registered Sexual Offenders per 100,000 population 121

This figure has been calculated using the Mid-2020 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

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2021 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2020 to 31 March 2021.

(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 - his category includes violent and terrorist 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 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 eight years for juveniles. This applied from 1 September 2012 for adult offenders.

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