



Multi Agency Public Protection Arrangements

SUFFOLK



Annual Report

Intro

Welcome to the annual report for Suffolk MAPPA 2020-2021

Firstly; what an achievement to be where we are after the challenges of the last year! I am extremely proud of how we have all worked together in Suffolk during the pandemic, and it is great that David and Henry have shared their perspectives in introducing this report alongside my words here.

While it has been very challenging, I think we have all experienced “remote teamwork” of solving problems and finding ways to manage complex situations together, all in the common interest of reducing risks and protecting the public. This goes far beyond statutory responsibilities and I think as we adapt, the opportunities for further shared training and identifying new and different ways of doing things are very exciting. With technology, we can bring together people very quickly; and the evidence-based practice on what works has been shared nationally, regionally and locally in ways we perhaps didn’t manage to do as well before the pandemic.

Some of you reading this will be new to the team; many others will be very experienced but may feel their roles have changed enormously – usually with wider responsibilities and even more to do! Thank you for all you have done so far, and I look forward optimistically to the year ahead.

ACC Rob Jones, Suffolk Police

Despite the challenges we have all experienced during the last year, the teamwork by Suffolk’s MAPPA representatives has never faltered. With this cohesive approach we have collectively been able to case-manage a high volume of individuals, often with challenging surrounding circumstances. It is of paramount importance to the community of Suffolk that our work continues in this effective way.

It is important that we continue to commit to having police representation at all MAPPA level 1, 2, and 3 meetings and to offer support and action in relation to those MAPPA cases.

Detective Superintendent David Giles – Suffolk Constabulary Public Protection Lead.

In Suffolk PDU, work has been focused on our unification of the NPS and CRC into the new ‘Probation Service’. This has also included the separation of Suffolk and Norfolk into their own distinct Probation areas.

The new service went live on 26th June 2021 and over the summer period work has been focused on integrating teams and also training and development. One key area of training has been to ensure all operational staff have sufficient training around RSOs, MAPPA and wider Safeguarding training.

In addition to this work, we have commenced reviewing the process for MAPPA L1 cases in line with new national guidance. We envisage this only strengthening an already strong process for reviewing these and other eligible cases.

**Henry Griffiths
Head of Service – Suffolk Probation 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, 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 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 & 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.

All MAPPA reports from England and Wales are published online at: www.gov.uk

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	890	1029	-	1919
Level 2	6	6	6	18
Level 3	0	2	0	2
Total	896	1037	6	1939

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	12	8	12	32
Level 3	0	3	1	4
Total	12	11	13	36

RSOs cautioned or convicted for breach of notification requirements	49
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RSOs who have had their life time notification revoked on application	11
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	111
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	1	3	2	6
Level 3	0	1	1	2
Total	1	4	3	8
Breach of SOPO				
Level 2	1	-	-	1
Level 3	0	-	-	0
Total	1	-	-	1

Total number of Registered Sexual Offenders per 100,000 population	132
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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 on statistical tables

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 – this 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 8 years for juveniles. This applied from 1 September 2012 for adult offenders.

Local pages

MAPPA training and Development in Suffolk

Although awareness raising of the MAPPA processes was undertaken two years ago, the usual churn of staff means new social workers will not have been inducted in respect of their responsibilities under statutory guidance/ legislation. It is the intention to offer further awareness raising to social workers across the county to enhance collaborative working for individuals subject to MAPPA.

Traditionally however there is a good ethos of partnership working between CYP and probation in respect of MAPPA nominals, relationships are strong, allowing timely exchange of information which is of course underpinned by Information Sharing Agreements. There are many examples of where that exchange has resulted in children being safeguarded and quickly.

Allison Hassey
Head of Safeguarding and Reviewing Officer Service
Suffolk Children and Young People's Service

MAPPA training has continued to run over the last year and whilst face-to-face events continue to be on hold by making use of remote delivery this training has been able to access a wider audience. Most recently this training has been delivered to healthcare staff in Suffolk. This in turn has led to designated representatives becoming core members of the Suffolk MAPPA panel.

"In the last few months colleagues from health have attended MAPPA meetings. The aim is to improve and strengthen outcomes for MAPPA individuals and their involvement with their registered Primary Care setting. This led to Pippa Hilton, Suffolk MAPPA Coordinator, presenting to Primary care colleagues across Suffolk about MAPPA. The presentation was well received and there will be exploratory work about the overlaps with, amongst other ideas, the violent patient's scheme. It has been useful for Primary Care professionals to begin to understand the MAPPA process and the importance of information sharing in these cases".

Jo Hutchings, Deputy Designated Nurse Safeguarding Children, lead for Primary Care

Tabitha Griffin, Designated Nurse Adult Safeguarding, lead for Primary Care

If you would like to organise a training event for your team or organisation please contact the Suffolk MAPPA Coordinator.

EoEPS.suffolk.mappa@justice.gov.uk

MAPPA Level 2 Case Study

A 17-year-old XY was assessed by the Suffolk Youth Justice Service (SYJS) as presenting a very high risk of harm to others. XY disclosed recent harmful acts and intrusive thoughts about harming people and animals that had become difficult for them to manage. While presenting as distressed, XY did not reach the criteria to be sectioned under the Mental Health Act, XY was no longer subject to a community sentence and was engaging with SYJS on a voluntary basis. XY also had no educational placement.

XY was referred to MAPPA who coordinated an initial meeting in a short timeframe with professionals from Mental Health Services, Police, Youth Justice Service, Social Care and Education. The MAPPA meeting brought together all the necessary agencies to one meeting, which helped with effective communication and to ensure that all agencies recognised their role in helping to manage XY. Oversight via the MAPPA process helped to ensure a joint approach to managing the risk.

Following management under MAPPA, XY was assessed by mental health services, and was given a formal diagnosis. XY was then able to access a bespoke package that is designed around their Special Educational Needs. This has given XY a goal and helped to offset some of the risks.

Being under MAPPA has helped to ensure that:

- the police were aware of XY's risks in the community.
- XY remained engaged with SYJS on a voluntary basis
- that known potential victims were safeguarded
- that XY's mental health needs were being addressed
- that XY's educational needs were being met and they had a goal for the future.
- that all professionals met regularly to share information outside the MAPPA meetings.

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