



MAPPA CLEVELAND



Annual Report 2020-21

Introduction

Amanda Love
Chair of Cleveland MAPPA
Strategic Management
Board

I was delighted to commence as the Strategic Management Board (SMB) Chair for Cleveland in December 2020. Since that time, I have been very impressed by the resilience of partners to continue the vital work under the Multi Agency Public Protection Arrangements (MAPPA) throughout what has been an extremely difficult period for individuals and the local areas we serve. This annual report provides details of the work that the Cleveland MAPPA area has undertaken including statistical data and I am pleased to endorse this report to you.

All agencies involved in MAPPA have adapted quickly to embrace technology to allow for an uninterrupted schedule of MAPPA meetings irrespective of any local Covid 19 restrictions. Professionals have continued to meet, via Teams, thereby ensuring the vital work to assess the risk of serious harm and implement risk management plans for individuals managed under MAPPA has taken place as scheduled.

As Head of Public Protection for the North East Probation Service, I am in the fortunate position to work closely with MAPPA colleagues from Police, the Prison and Probation Service and the Duty to Cooperate agencies across Northumbria, Durham and Cleveland. This affords me the opportunity to identify best practice from across the area and work with SMB colleagues to drive forward initiatives as appropriate - whilst of course continuing to recognise the individual challenges faced by the three respective areas. All three MAPPA Strategic Management Boards are keen to ensure we offer continual professional development to all those involved in this complex area of work. Equipping professionals with up to date knowledge is vital to help understand how best to protect our local communities. A programme of training opportunities is currently being developed.

Equally important, to drive forward the quality of the work undertaken in MAPPA is the involvement and scrutiny from Lay Advisers appointed on a voluntary basis as 'critical friends'. Lay Advisers attend the MAPPA SMB and other MAPPA meetings. There are currently two vacancies in the Cleveland MAPPA area and given the importance of these voluntary posts SMB are keen to recruit as a matter of urgency. As would be expected, given the nature of the work, there is a formal application process and enhanced vetting. (For further details please see below)

In conclusion, as we continue to face new challenges, I would like to offer reassurance that the Cleveland MAPPA SMB and all professionals involved in the MAPPA process are working together to enhance MAPPA across the area.

For more information about MAPPA in Cleveland
or for compliments, comments or complaints
please contact us at
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Andrew Bake

Cleveland MAPPA Coordinator



This is my second MAPPA annual report in the space of 18 months, due to the 2019/20 report being delayed by COVID exceptional delivery models.

As agencies are now returning to more usual operating practice, we are also seeing the return of more typical scheduling of reports. I am pleased to note that in this report performance remains strong in the Cleveland MAPPA area. The figures reflect the tasks facing all MAPPA agencies in keeping the residents of the Cleveland area as safe as possible and whilst we cannot eliminate risk entirely, we do endeavour through joint working to balance risk management and rehabilitation in every MAPPA case, recognising that individuals have the capacity to change and be productive members of the community. We also recognise that in some cases risk management remains paramount and actions are needed to protect those identified of being at risk.

MAPPA as a set of arrangements relies on the joint working of all agencies involved and similarly those who work at a strategic level via the MAPPA Strategic Management Board (SMB) are also committed to continuous review and development.

Since returning to the MAPPA chair, I can confirm that systems and practice have been under continual review, and we are formally aligning and developing good practice across the 3 North East MAPPA areas of Cleveland, Durham and Northumbria.

Part of that process is the need to recruit two Lay advisers for the Cleveland area. As indicated by our new SMB Chair Amanda Love, we are once again in the middle of a recruitment campaign due to end on the 8th of November. A MAPPA lay adviser advert has been placed on the Cabinet Office Website, circulated to SMB members for further promotion and sent to a number of voluntary organisations in Cleveland in the hope of reaching those who are resident in the Cleveland area and want to act as a lay person and advise MAPPA from that perspective.

As this report may be published post the closing date for that recruitment campaign, I would say however that enquires will still be welcomed for current and future recruitment via the Cleveland MAPPA inbox of NEPS.teesvalley.MAPPA@justice.gov.uk, where further detail of what being a MAPPA Lay adviser entails can be sent to you.

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 organized crime and the most high risk and high profile public protection cases.

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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	1081	310	-	1391
Level 2	3	4	8	15
Level 3	0	0	0	0
Total	1084	314	8	1406

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	11	9	33	53
Level 3	0	2	1	3
Total	11	11	34	56

RSOs cautioned or convicted for breach of notification requirements

25

RSOs who have had their life time notification revoked on application

5

Restrictive orders for Category 1 offenders

SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts

SHPO	65
SHPO with foreign travel restriction	0
NOs	0

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)

1

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	9	0	6	15
Level 3	1	0	0	1
Total	10	0	6	16
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0
Total number of Registered Sexual Offenders per 100,000 population				217

This figure has been calculated using the mid-2020 estimated resident population, published by the Office for National Statistics on 25 June 2021, 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 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.



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