

MAPPA

Multi Agency Public Protection Arrangements

Kent MAPPA



Annual Report

Introduction

We are pleased to introduce the Kent MAPPA Annual Report for 2021-2022

This report is presented on behalf of the Kent Strategic Management Board, highlighting the performance and practice development of Multi Agency Public Protection Arrangements in Kent. The role of the Strategic Management Board (SMB) is to provide oversight of, and assurance of, effective public protection arrangements in the county. The SMB is made up of the three Responsible Authorities (RA) who are the Police, The Probation Service and the Prison Service. Alongside the responsible authorities are key Duty to Co-operate agencies (DTC) who include partners from Children and Adult Safeguarding, Youth Offending Services, Health, Department of Work and Pensions, Local Authority Housing and Home Office Immigration Enforcement. The SMB meets every quarter to review progress and to assure effective and efficient arrangements are in place to achieve the priority of protecting the public from harm by those subject to MAPP arrangements and to reduce their re-offending.

2022 has seen some significant changes to MAPP arrangements in Kent. There has been the creation of a new Category 4 to the MAPPA structures. This applies to all offenders convicted of a Terrorist offence, Terrorism connected, or assessed as a Terrorism risk. Category 4 meetings have separate chairing arrangements, normally led by the Probation Service National Security Division regional senior manager or a senior officer from police counter terrorism.

We have seen the implementation of updated thresholding guidance for practitioners working with MAPP qualifying cases, to support accurate identification and determination at which level a qualifying offender should sit in MAPPA. As part of this thresholding work, we have followed government guidance to broaden our qualifying offenders to consider those convicted of serial domestic abuse and stalking offences. This forms an important development in our work to better protect individuals (and the wider public) from perpetrators who commit such offences that cause so much harm to victims.

We have continued to utilise the benefits of technology, with MAPPA meetings predominately being held through a secure conferencing platform. This supports greater efficiency by reducing agency travel and promotes good levels of agency attendance.

As last year, we continue to see offenders who fall within the remit of the MAPP arrangements who present with complex needs such as accommodation, mental health, and economic issues. Our DTC agencies in Kent work collaboratively as part of the SMB to implement strategies to support other agencies involved in this work and resolve issues at a local level.

In response to findings from two Serious Case Reviews, we have drawn up and have reached near completion of our action plan, to address the practice and organisational learning identified in those reviews. The SMB is satisfied that those lessons learnt are now embedded in Kent MAPPA operational practice and good progress has been made in this area during 2022.

We anticipate the demands on MAPP agencies and consequently our resources to continue to grow during the coming year. We remain confident that we will meet these challenges and draw on best practice and our combined agency skills, knowledge, and experience to further develop public protection work in Kent.

Mark Burden

SMB Chair and Head of Public Protection
Kent Surrey and Sussex

Signature:



Emma Banks

Detective Chief Superintendent Kent Police
Co-Chair, Kent MAPPA Strategic Management
Board

Signature:

Katie Castle

Head of East Kent Probation Delivery Unit

Signature



Siamack Danesteh-Pour

Head of West Kent Probation Delivery Unit

Signature



Gary Price

Governor, HMP Standford Hill

Signature



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, Department for Work and Pensions and Local Housing and Education Authorities.

Local Strategic Management Boards (SMB) comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA within their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA 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 extends 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** –subject to sex offender notification requirements.
- **Category 2** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order
- **Category 3** – offenders who do not qualify under Categories 1 or 2 but who currently pose a risk of serious harm.

A fourth category for terrorist and terrorist risk offenders was introduced by the Police Crime Sentencing and Courts Act 2022 after the period covered by this report.

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

The government published an Independent Review of the MAPPA used to Supervise Terrorist and Terrorism-risk Offenders on 2 September 2020 and published its response 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 implemented via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Act 2022. The Secretary of State has also revised the statutory MAPPA Guidance on terrorist offenders.

The Probation Service, via its National Security Division, 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 includes the management of terrorist connected and terrorist risk offenders. The NSD and Counter-Terrorism Policing work closely with local SMBs to ensure the robust management of terrorism cases.

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

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2022

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1923	670	-	2593
Level 2	12	12	7	31
Level 3	2	1	0	3
Total	1937	683	7	2627

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	34	23	24	81
Level 3	4	1	0	5
Total	38	24	24	86

RSOs cautioned or convicted for breach of notification requirements	31
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RSOs who have had their life time notification revoked on application	16
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Restrictive orders for Category 1 offenders

SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	203
SHPO with foreign travel restriction	0
NOs	2

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	2
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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	8	7	10	25
Level 3	1	0	1	2
Total	9	7	11	27
Breach of SOPO				
Level 2	0	-	-	0
Level 3	1	-	-	1
Total	1	-	-	1

Total number of Registered Sexual Offenders per 100,000 population	118
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This figure has been calculated using the Mid-2021 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 2022 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2021 to 31 March 2022.

(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) Subject to Sex Offender Notification Requirements – 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 are not subject to notification requirements. 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 License – offenders released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If the offender does not comply with these conditions, the Probation Service will take breach action 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 and/or positive obligations 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 on the balance of probability 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, the National Crime Agency (NCA), British Transport Police (BTP) or the Ministry of Defence Police (MODP). The chief officer/NCA/BTP/MODP 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 individuals convicted of qualifying sexual offences overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police in England and Wales may issue a

notification order directly to an offender who is already in the UK or who is intending to come to the UK who has to notify within three days of receipt. Offenders have a right of appeal against notification.

(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, NCA, BTP or MODP 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.

An SRO may prohibit the person from doing anything described in it, including travel overseas, or place positive obligations upon them. Any prohibition and/or obligation 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.

An 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 an 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 an 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 individuals 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

MAPPA Co-ordinator; Kent

The MAPPA co-ordination unit in Kent has increased staffing levels to support the administration of Level 2 meetings in the County, secure unit work, Mappa thresholding panels and other projects. We are a small team but work cohesively with the responsible authorities and other duty to co-operate agencies to ensure the efficiency of the MAPPA process.

Whilst the role of the MAPPA team is to work on behalf of the SMB to implement the MAPPA process as outlined in the MAPPA guidance, it is also about building relationships with other agencies. We have provided accountability for the delivery of good practice through regular audits of MAPPA meetings which provides feedback to Chairs and informs us of training needs.

Our training schedule is going from strength to strength particularly with the introduction of our Kent MAPPA Surgery which runs via MS Teams fortnightly. All RAs and DTC agencies are invited to book onto 30-minute sessions to discuss individual cases or support with any MAPPA processes. We block out larger sessions for agency MAPPA briefings.

We are pleased to announce that the four secure units in Kent are holding regular MAPPA risk forum meetings which are attended by a Victim Liaison Officer, MOSOVO police sergeant, MAPPA Co-ordinator, ViSOR administrator and clinical staff. This has enhanced our information sharing arrangements and input into risk management plans for MAPPA patients.

During this reporting year, Probation has strengthened its MAPPA third party disclosure process, and this is now embedded into practitioner practice.

The MAPPA team continue to promote a culture of innovation and continuous improvement to

MAPPA Delivery and would like to take this opportunity to thank all partners and key stakeholders who contribute to the local MAPPA process in Kent.

Kent Police

There has been significant change within Kent Police over the past 12 months. The Offender Management Unit has been refreshed in line with Government recommendations which has led to an internal review of the Management of Sexual Offenders and Violent Offenders Teams - (MOSOVO) alongside a HMICFRS Inspection where areas of improvement were recommended. This has prompted a review of performance and the current governance of the Central and Divisional Teams.

Performance across the MOSOVO Divisional teams has improved significantly and this is reviewed monthly at a senior level. Outstanding visits of suspects and Risk Management Plan are two areas which have shown considerable improvement. The relationship between the Central and Divisional teams is now more effective and inclusive.

We have undertaken visits to other Forces who are considered Good or Outstanding in suspect management to improve our processes. This will form part of the ongoing MOSOVO review which is expected to come to completion in the new year.

In relation to the MAPPA process, the recommendations from JTAI should be implemented shortly around Violent Offenders and Domestic Abuse Cases. This supports the three pillars Violence Against Women and Girls agenda to build trust and confidence, relentless perpetrator pursuit and creating safer spaces.

The National Security Division; MAPPA Update

The National Security Division (NSD) has now been established for approaching 2 years and is a division within the Probation Service to provide enhanced case management and intervention for the highest risk, complex and high-profile adult offenders in the community. The division provides a centralised, dedicated capability within the Probation Service for the following cohorts of adult offenders:

- Convicted Terrorist Act/Terrorist Act connected
- Terrorist risk offenders who present a national security threat
- The Highest risk/high harm Serious Organised Criminals requiring enhanced management; and
- A number of registered CPPC cases who are the highest risk/highest profile sexual or violent offenders who present national interest.

NSD cases are managed in the areas where they are residing as that is in most cases where the risk lies. We will of course also involve other areas linked to the case in MAPPA discussions. Co-ordination between NSD and Probation Delivery Units ensures strong links to local stakeholders, including health, housing and local rehabilitative services. NSD units include dedicated forensic psychologists to support a psychologically informed approach to risk management and polygraph examiners, to provide enhanced monitoring of compliance with licence conditions.

The NSD continues to work with the national MAPPA team, CT police and with SMBs. We have embedded the recommendations made by the 2020 Jonathan Hall review of MAPPA for terrorist offenders. These include MAPPA panels to review extremist cases which include both police, probation and prison staff who specialise in CT work, but also, crucially, representation from key local agencies. The MAPPA panels will direct increased use of MAPPA core groups, ensuring that work with individual cases is co-ordinated and responsive.

The NSD is committed to working in partnership with Strategic Management Boards to ensure high quality MAPP arrangements. The specialist

MAPPA Panels will provide information about key performance indicators to SMBs and will also take part in training, audit and observation activity. NSD units will report formally to SMBs regularly, a minimum of annually.

The NSD will work closely with key partners and stakeholders and ensure that our development is aligned with wider changes in the national security landscape.

SMB Perspective; Youth Justice Service

Although new to Kent, having started my role as the Kent Youth Justice Service Manager in January 2022, I am familiar with MAPPA having worked in Youth Justice for 22 years. Since starting in Kent, I have been impressed with Kent MAPPA's proactive approach to understanding the risk that some children present and its support in managing this risk in partnership with Youth Justice. This is especially the case in relation to children who may present a risk because of exploitation by organised criminal gangs as well as being vulnerable.

We have been kept very well informed of the MAPPA Joint thematic inspection and its recommendations I look forward to supporting the implementation of the action plan during 2022/23 both operationally and as a member of the senior management board.

SMB Perspective; Kent Children's Services

Integrated Children's Services in Kent have worked particularly hard during this reporting year to review processes around MAPPA to safeguard children and families. In August 2021, the MAPPA process was updated to ensure auditable activity was in place and there was a clear understanding of MAPPA subjects and the children they are linked to. A centralised management of MAPPA system was implemented along with the following improvements:

- Guidance for districts
- Streamline information shared between ICS and the MAPPA
- MAPPA SPOC in each of the 12 districts
- QA Safeguarding administrative support
- Improved systems/data quality.

- Robust oversight and accountability at Service Manager level to ensure MAPPA actions are completed

We have worked to ensure all staff are familiar with the MAPPA process by launching new guidance and developing KSCMP e-learning. The impact of these changes has meant improved systems, a clearer understanding of the process, improved communications between districts and QA and supported through the centralised management system to identify bottlenecks and potential problems so they can be addressed in a timely manner.

This coming year we are working jointly with the MAPPA co-ordination team to undertake audits of MAPPA meetings and minutes, to ensure that processes are effective and if the information sharing template needs revising following the implementation of the new national MAPPA B document.

SMB Perspective; Kent and Medway NHS and Social Care Partnership Trust

KMPT delivers Secondary Mental Health care and support to a large population and has itself, a workforce of over 3,000 people. This includes hospitals, rehab services, services for older people, early intervention and Forensic secure units and community outreach.

Colleagues in our Forensic teams are, as you might expect, broadly conversant with MAPPA and we have good working relations that have been established over years. Things have been a little more challenging in our community team where in my view, MAPPA has most value.

We have worked hard over the last year or two to improve KMPT's engagement with MAPPA and were able to identify regular team risk forms as the potential space for MH practitioners to engage with MAPPA colleagues to support an improved response for request for attendance at meetings and shared intelligence to support risk management.

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



**Kent
Police**

