



Multi Agency Public Protection Arrangements

Norfolk



Annual Report 2021-22

Intro

Norfolk's Multi Agency Public Protections arrangements (MAPPA) continue to have a very engaged multi agency attendance from professionals both at the cohort meetings (developing robust risk management plans) as well as the Strategic Management Group who fully support the practices and processes; who invest finance into schemes such as the Rebuild Project.

During this year the new procedure for managing Terrorist related offenders at the new MAPPA category 4 has been embraced and the formulation of a new strategic memorandum of understanding has been developed by Norfolk and signed off by Partners. Agreement has been reached in the Eastern Region for Bedfordshire Police to review those category 4 offenders on the rare occasion they are placed in Norfolk as the Bedfordshire Police MAPPA team has relevant up to date expertise in this area. This will be done six-monthly.

Following agreement by the Strategic Management Board, the Norfolk MAPPA partnership has commenced the Nationally recommended Four Pillars of Risk Management approach and will be using the Nationally recommended forms. The development of this approach also falls in line with Probation practices and will serve to enhance the multi-agency safeguarding that we deliver to the Public of Norfolk.

ACC Nick Davison
Chair MAPPA Strategic Management Board

MAPPA website

The MAPPA website remains in place with updated publications and links. Evaluation as to its effectiveness is ongoing.

www.norfolkmappa.org.uk

MAPPA Training

MAPPA training took place in February 2022 at the unanimous request of the Strategic Management Board. Training was delivered face to face across all the duty to cooperate agencies and beyond.

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; and
- **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 2020. 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	1175	451	-	1626
Level 2	13	15	17	45
Level 3	0	2	2	4
Total	1188	468	19	1675

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	22	24	36	82
Level 3	5	5	2	12
Total	27	29	38	94

RSOs cautioned or convicted for breach of notification requirements	19
--	----

RSOs who have had their life time notification revoked on application	7
--	---

Restrictive orders for Category 1 offenders

SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	94
SHPO with foreign travel restriction	0
NOs	3

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	6	5	10	21
Level 3	1	2	1	4
Total	7	7	11	25
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	145
---	-----

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 Licence – 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

National Security Division

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 also 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.

Electronic Monitoring Services (EMS)

Since 2014, Capita has been working with the Ministry of Justice to deliver Electronic Monitoring (EM) across England & Wales.

Our mission is to be a valued and integrated part of the Criminal Justice System, delivering better outcomes by ensuring public safety and contributing to rehabilitative services.

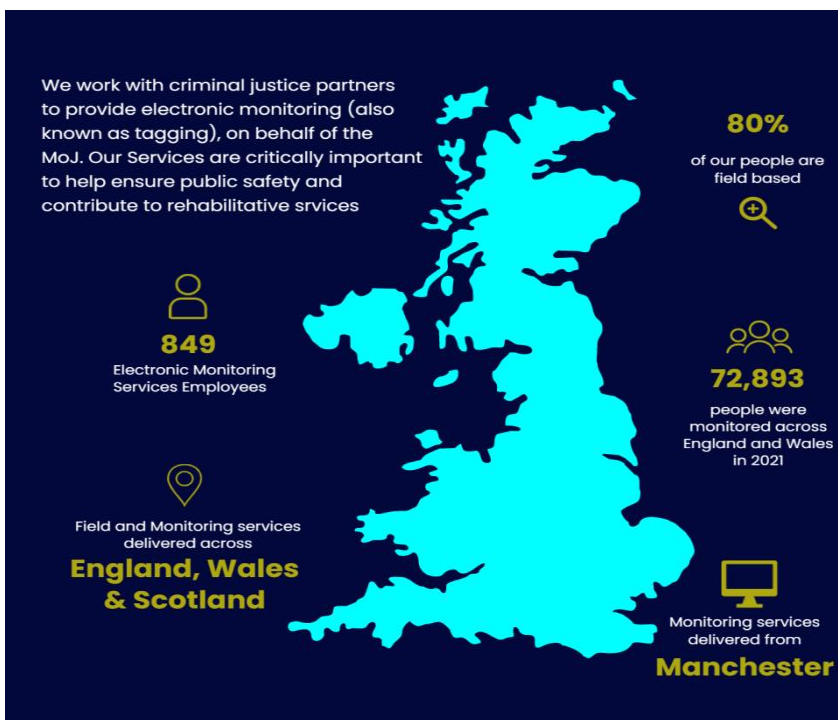
We provide a variety of tagging and monitoring services, including Location Monitoring, Alcohol Monitoring, Acquisitive Crime, Foreign National Offenders and Specials (Subjects who pose high risk to the public). EM is often used as a cost-effective and socially valuable alternative to prison and as a means for people to be released early from prison, if they are serving a custodial sentence.

EM can form part of bail conditions or as a community order following a conviction that doesn't warrant a custodial sentence. The equipment used allows us to monitor compliance under the terms and conditions set by the releasing authority, responsible officer, crown court or magistrates' court. EM has a range of benefits, for example, if someone has a job that involves shifts,

the curfew can be tailored to work around a person's lifestyle, so they can still contribute to society. We work closely with the police, prison and probation teams and, as well as providing the service, we develop innovative solutions that will improve and enhance it.

In 2022, we expanded our immigration monitoring services into Scotland, and we have plans to expand them into Northern Ireland. In addition, we are working with the Home Office to pilot the use of non-fitted devices for immigration monitoring. Subjects will use a small, handheld device to verify their location when prompted at various times during a day.

In partnership with the Metropolitan Police, EMS successfully tracked and located 34 individuals suspected of having breached their conditions of release. During a four-night operation in 2022, 28 arrests were made, helping to prevent further crimes and freeing up the police force to focus on active, open cases. The other six cases were closed without a need for arrest. We hope to use EM technology more proactively, in collaboration with Multi-agency public protection agencies in the future.



St Martin's Trust – The Rebuild Project

Rebuild provides support with housing to MAPPA level 1, 2 and 3 offenders on their journey from prison to long-term accommodation. The project is run by St Martins Trust and works closely with (MAPPA) and the National Probation Service (NPS) to effectively support clients' needs and risks in the community.

Rebuild has the capacity to support 8-12 clients with five bedspaces over two shared houses and has two full time key workers.

Funding is from the MAPPA budget agreed without hesitation from the Strategic Management Board. Grants and other income streams are also being explored to keep the project ongoing into the foreseeable future

The project does not take away any housing authorities' responsibilities for providing the correct accommodation but provides a further option for those with no other accommodation upon release from prison or approved premises.

Since the inception of the project, Rebuild has supported 24 MAPPA nominals.

In the last quarter 75% of clients working with Rebuild did not reoffend or breach their licence conditions.

The Rebuild project won the Homeless Link national award for Prevention into Action for its work preventing homelessness.

Rebuild Case Study

Client 1 was referred to the service with limited options for accommodation due to the risks he presented.

He expressed that prison is his safe place and he would do whatever he needed to do to get back there. Because of threats that were made, all 13 of his referrals for accommodation were rejected.

Over some weeks of working with the client and discussing his situation, he realised that he would like to give life outside of prison a try, and with the added support from the Rebuild Project worker he could have a room at Bishopbridge House.

After moving into the hostel and settling in, the client started looking to the future and said, "this is the first time since being released that I haven't wanted to go back to prison", but there were still things he felt like he needed support within order to feel comfortable with life outside of prison.

The client wrote himself the following list of goals:

- Live life every day as it comes, saving money and budgeting.
- Take a Breath, stand back, work it out.
- I have the power to control my life for the better.
- Hide savings less temptation to Spend.
- Work with Shaw Trust to get level 2 English.
- Lose negative thoughts or at least recognise and work through them.

Throughout the time working with the project the client has reconnected with his family members and is building more positive relationships with his partner and daughter.

Months passed and the client was assessed as eligible and promptly following this he was allocated his own tenancy. The client moved in with the help of a friend and independently sourced the items that he needed for his home with money that he had saved. St Martins supported him to set up his bills. He also had a visit from his daughter on his birthday and continued to engage positively with his wife over the phone. It was decided with the client that he was ready to be discharged from the Rebuild project, and he continues to maintain his tenancy well.



St Martins

more than a home
for the homeless

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

www.gov.uk

