



NORTHUMBRIA

MAPPA

ANNUAL REPORT 2021/22



**NORTHUMBRIA
POLICE**

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INTRODUCTION

PROTECTING PEOPLE IN NORTHUMBRIA FROM SEXUAL AND VIOLENT OFFENDERS

Welcome to the 2022 Annual Report on Northumbria's Multi-Agency Public Protection Arrangements (MAPPA).

MAPPA continues to provide a framework for managing the risks to the public presented by sexual and violent offenders.

The number of sexual and violent crimes committed represent a small proportion of the total recorded crime in Northumbria, but for the victims and their families they inevitably cause a great deal of fear and concern.

It is with this in mind that protecting the public from offenders who carry out these crimes, and meeting the needs of the victims, remain high priorities in Northumbria for the Police, Probation and Prison Services.

Public Protection continues to receive high profile coverage nationally and remains a challenging issue for Northumbria MAPPA. We accept that the public expect us to do everything within our powers to reduce the risks presented by sexual and violent offenders, whilst at the same time recognising that we must make the most efficient use of our finite resources.

By embracing joint working with MAPPA we can communicate more effectively, reduce duplication and ensure a strong corporate response. No single agency can tackle these challenges alone and it is vitally important that agencies continue to support and inform the MAPPA process. This way, together, we believe we are able to offer the best protection for the public of Northumbria.

The working arrangements with partners in Northumbria make a vital difference to the success of MAPPA.

This Annual Report reflects the contributions made by all of the agencies involved in MAPPA across Northumbria, and sets out our commitment to you, to continue to develop strong partnerships and explore new ways of working to face the challenges of protecting the public from serious offenders. We hope you will find the report informative and that it helps answer some key questions about community safety and public protection arrangements in Northumbria.

WHAT IS MAPPA?

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 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** - 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. Both documents are available at 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

NORTHUMBRIA AREA MAPPA STATISTICS 2021/22

These are Official Statistics to which you have early access as allowed under the code of practice for official statistics. As such they must not be circulated further. Release into the public domain or any public comment on these statistics (including implications of content such as favourable or unfavourable) prior to publication undermines the integrity of official statistics.

The code of practice for official statistics states that areas must "ensure that no indication of the substance of a statistical report is made public, or given to the media or any other party not recorded as eligible for access before publication. Report to the National Statistician immediately any accidental or wrongful release, and investigate the circumstances" (paragraph 8, protocol 2).

For the complete code of practice, please see:
<http://www.statisticsauthority.gov.uk/assessment/code-of-practice/index.html>

MAPPA-ELIGIBLE OFFENDERS ON 31 MARCH 2022

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1888	572	-	2460
Level 2	5	5	25	35
Level 3	2	0	1	3
Total	1895	577	26	2498

MAPPA-ELIGIBLE OFFENDERS IN LEVELS 2 AND 3 BY CATEGORY (YEARLY TOTAL - 2021 / 2022)

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	10	8	57	75
Level 3	2	1	2	5
Total	12	9	59	80

RSOs cautioned or convicted for breach of notification requirements	196
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RSOs having had lifetime notification requirements revoked on application	5
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RESTRICTIVE ORDERS FOR CATEGORY 1 OFFENDERS

SHPOS, SHPOS WITH FOREIGN TRAVEL RESTRICTION & NOS IMPOSED BY THE COURTS

SHPOs	226
SHPOs with Foreign Travel Restriction	5
NOS	6

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	3
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LEVEL 2 AND 3 OFFENDERS RETURNED TO CUSTODY

BREACH OF LICENCE

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	4	5	6	15
Level 3	0	0	1	1
Total	4	5	7	16

BREACH OF SOPO/SHPO

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	146
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This figure has been calculated using the 21 March 2021 census population estimate, published by the Office for National Statistics on 28 June 2022, excluding those aged less than ten years of age.

Previously, we have based this figure on the mid-year (30 June) population estimate. As such, the current figure may differ from the corresponding figure based on the mid-2021 estimated resident population, which will be published by the Office for National Statistics later this year

EXPLANATION COMMENTARY ON STATISTICAL TABLES

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.

NORTHUMBRIA AREA - MAPPA UPDATES

POLICE - SAFEGUARDING - MOSOVO DETECTIVE SUPERINTENDENT AND DETECTIVE CHIEF INSPECTOR

Northumbria Police were delighted to take over the responsibility for chairing the Northumbria Strategic Management Board (SMB), the first meeting was held in July 2022, chaired by Detective Superintendent with responsibility for MOSOVO.

Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) conducted a police effectiveness, efficiency and legitimate (PEEL) inspection of Northumbria Police in February 2022. The inspection assessed how good Northumbria Police are in ten areas of policing including how effective the force is at managing offenders and suspects. The findings were published in a report released in September 2022. At the time of the early inspection work, some areas were identified by the inspection team which could further enhance Northumbria Police's management of registered sex offenders, the feedback was quickly implemented and addressed through a development plan. Progress on the plan will be reported to SMB to ensure that Northumbria Police continued to deliver a quality service to the public.

HMICFRS found overall that Northumbria Police were good at managing offenders and suspects. The report highlighted that the force effectively manage the risk posed by registered sex offenders, the risk assessments were found to be comprehensive and robust. Northumbria Police was also praised for the range of technology and software that can be used to support the management of registered sex offenders and the use of Polygraph.

There was also a joint thematic inspection of MAPPA earlier in the year, the report was published in July 2022 entitled "Twenty years on, is MAPPA achieving its objectives". We are working with all of the MAPPA partners to ensure improvements are made in order to achieve the recommendations identified.

MOSOVO Investment proposal

There has been further investment in the staff levels within MOSOVO in the last 12 months. Additional officers have been recruited within MOSOVO to support the Operational teams in the managements of the Very High and High Registered Sex Offenders.

This investment has provided more resilience and reduced workloads for MOSOVO Officers on the Operational Teams.

Continuous professional development

It is vital that all staff involved in the MAPPA process keep up to date with current legislation and practice. A structured continuous professional development (CPD) programme has been implemented that will see staff and officers from across the force taking part in annual CPD events. The first event took place in September and was welcomed by all staff. There were speakers from around the force and we were delighted to welcome Michelle McManus, BSc (Hons), MSc, PhD, CPsychol, a Professor of Criminal Justice and Safeguarding from Liverpool John Moores University (LJMU). Future CPD events will be bespoke and consider learning outcomes and changes in legislation and how this will impact on Responsible Authority, duty to cooperate agencies as well as other policing teams.

MAPPA - HEAD OF PUBLIC PROTECTION - PROBATION SERVICE

The Probation Service are one of three agencies collectively known as the Responsible Authority (RA) for MAPPA. The Police, Prison, and Probation Service work together to ensure that the risks posed by specified sexual and violent offenders are assessed and managed appropriately. The RA cannot of course undertake this work in isolation and work alongside many other agencies - collectively known as the Duty to Cooperate - who are integral to this work.

The Northumbria MAPPA coordinators and administrative staff employed by the Probation Service are located in one unit with police colleagues. Working alongside Probation colleagues from the Probation Delivery Units and many partnership agencies they work tirelessly to ensure the smooth running of the MAPPA arrangements across Northumbria.

It is vital that all involved in MAPPA keep up to date with current thinking and practice. We were therefore delighted to welcome Professor Hazel Kemshall, an expert in risk, to the North East to run a series of virtual workshops examining best practice for the MAPPA panels. Learning from these events is currently being embedded into practice.

On the theme of learning the recently published joint thematic inspection of MAPPA entitled Twenty years on, is MAPPA achieving its objectives? published in July 2022 was welcomed by all working in MAPPA. It has been a number of years since any formal evaluation or Inspection had been undertaken into the effectiveness of MAPPA. This is a timely reminder of the areas of business that we need to concentrate on and improvements that need to be made to drive forward practice in MAPPA to ensure we offer the best possible service to protect the public.

PROBATION - NORTHUMBRIA MAPPA CO-ORDINATORS

On behalf of MAPPA Northumbria, we would like to express our gratitude to all Responsible Authority and Duty to Co-operate Agencies for their continued support and engagement. Over the past year, there have been some excellent examples of multi-agency working and pro-active risk management, all of which serves a vital role in keeping our communities safe. This is despite many agencies experiencing their own pressures in terms of resourcing or significant business change. Successful recovery from the Covid-19 pandemic has not been without challenge, however we can confidently say that as a collective group of professionals, risk and rehabilitation have remained at the heart of everything we do.

Moving forward, we will be focusing upon the recent publication of HM Inspectorate of Probation joint thematic inspection of MAPPA, ensuring we are responsive and are working collectively across the local area in terms of progressing and achieving those recommendations identified. We will continue to prioritise public protection above all else, ensuring our practice is continuously improved and developed in line with national guidance. We will strive to further improve housing for our complex MAPPA cases, strengthen risk management for our domestic abuse and stalking cases, as well as continuing to promote consistency for those cases managed at Level 1.

PROBATION - HEAD OF SOUTH TYNESIDE & GATESHEAD

As Probation, alongside other agencies, have moved out of our emergency delivery model following the Covid pandemic, the service is learning to adapt to a new normal, ensuring we continue to fulfil our key responsibilities of protecting the public and reducing re-offending. Our commitment to MAPPA remains a priority, therefore we continue to ensure appropriate response to risk and support of MAPPA in all of our day to day operations.

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.

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