

**Area name here**

# County Durham and Darlington



# Annual Report

# Intro

This report brings together the agencies across County Durham and Darlington who work in partnership to manage offenders posing the highest risk of harm to our communities. Tackling and reducing the risk that violent and dangerous offender pose is a key priority for all agencies engaged in the world of public protection and is the collective responsibility of all.

This report outlines statistics of the cases held in our area progress and developments within the last year and highlights the successes across the partner agencies in managing public protection issues.

The strength of the partnership between the prison, police and probation has continued to grow in County Durham and Darlington, and additional resources have been secured to assist in managing the risk that offenders pose to our communities.

The findings of this report reflect consistently effective and robust partnership working arrangements which have continued to thrive in spite of the current economic climate and the financial pressures that the public sector currently faces. Public protection is firmly on the agenda for all partner agencies and will continue to be so in the future.



# Forward

**Amanda Love**

**Head of Public Protection North East Probation Service**

**Chair Durham MAPPA Strategic Management Board**

I am delighted as Head of Public Protection for the North East, to chair the Durham and Darlington Multi Agency Public Protection Arrangements (MAPPA) Strategic Management Board (SMB). The Durham and Darlington SMB are responsible for overseeing the MAPPA arrangements locally. The National MAPPA Guidance sets out the responsibilities of the SMB as below –

The SMB is responsible for keeping the arrangements (i.e., MAPPA) under review with a view to monitoring their effectiveness and making any changes to them that appear necessary or expedient. The SMB is responsible for managing MAPPA activity in its area. This includes reviewing its operations for quality and effectiveness and planning how to accommodate any changes as a result of legislative changes, national guidance, or wider criminal justice changes.

As you will see explained in this report 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 and are known collectively under the MAPPA as the Responsible Authority (RA). The RA could not possibly undertake this work in isolation and work alongside many other agencies, collectively known as the Duty to Cooperate, who are integral to this work. All agencies are represented on the SMB and work tirelessly, alongside all those working in MAPPA on a day-to-day basis, to protect the public in Durham and Darlington.

In this report you will also be able to read about the work of the Lay Advisors – this is an unpaid role in MAPPA. The value of Lay Advisers is as informed observers and as posers of questions that the professionals closely involved in the work might not necessarily think of asking. We currently have a vacancy for a Lay Advisor and if you live in the Durham and Darlington area please get in contact if this is something that would interest you, [neps.durham.mappa@justice.gov.uk](mailto:neps.durham.mappa@justice.gov.uk). Details of the role of the LA and the expectations and restrictions on who can apply are set out in the MAPPA Guidance which is available via the internet.

This year has seen an important piece of research undertaken into the effectiveness of MAPPA [The National MAPPA Research - ARU](https://www.aru.ac.uk/policing-institute/research/national-mappa-research). The National MAPPA Research was a 26-month study conducted by the Policing Institute for the Eastern Region, to examine the effectiveness of MAPPA in England and Wales. The research was made up of three components: proven reoffending analysis, process effectiveness analysis and a serious case review analysis.

This research has shown that ‘the reoffending rates of those managed under MAPPA are less than half of that of the national average, with the one-year MAPPA proven reoffending rate at 12.2% compared to the national overall one year, proven reoffending rates of between 30.0% and 31.3% over a similar time frame’. Additionally, the research concluded that the ‘focus group discussions found that MAPPA is a well-respected and highly valued mechanism for managing the risk posed by individuals convicted of sexual and violent offences’.

The research however ‘also found a number of limitations of the arrangements, which need to be addressed to ensure MAPPA works as effectively as possible in reducing further serious harm’. The National MAPPA team and the local Durham and Darlington

MAPPA Strategic Board are working to ensure that these limitations are understood, and changes made as appropriate to continue to drive up the quality of MAPPA across the North East.

# Scenic picture of Durham Cathedral next to the river WearWhat is MAPPA?

MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by individuals who have committed the most serious sexual, violent and terrorist offences (MAPPA-eligible individuals) 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-eligible individuals 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 individuals 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 4 categories of MAPPA-eligible individual:

* **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** – individuals who do not qualify under Categories 1, 2 or 4 but whose offences pose a risk of serious harm.
* **Category 4** – terrorism convicted and terrorism risk individuals

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 individual 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 individual.
* **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 individuals 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 individuals move between areas, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system, 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 Terrorism and Terrorism-risk individuals 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, the majority of which have been implemented, including 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 terrorism 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 individuals 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. Data on Category 4 individuals is not included in this report due to data protection issues related to low numbers. This data will be aggregated and published nationally.

All MAPPA reports from England and Wales are published online at: [www.gov.uk](http://www.gov.uk)



# MAPPA Statistics

MAPPA-eligible individuals on 31 March 2023

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | Category 1: Subject to sex offender notification requirements | Category 2: Violent offenders | Category 3: Other dangerous offenders | Total |
| Level 1 | 1005 | 253 | - | 1258 |
| Level 2 | 2 | 1 | 11 | 14 |
| Level 3 | 0 | 0 | 1 | 1 |
| Total | 1007 | 254 | 12 | 1273 |

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | Category 1: Subject to sex offender notification requirements | Category 2: Violent offenders | Category 3: Other dangerous offenders | Total |
| Level 2 | 15 | 25 | 48 | 88 |
| Level 3 | 1 | 1 | 1 | 3 |
| Total | 16 | 26 | 49 | 91 |

|  |  |
| --- | --- |
| Category 1 cautioned or convicted for breach of notification requirements | 39 |

|  |  |
| --- | --- |
| Category 1 who have had their life time notification revoked on application | 10 |

Restrictive orders for Category 1 offenders

|  |  |
| --- | --- |
| Sexual Harm Prevention Order (SHPO) | 78 |
| SHPO with foreign travel restriction | 0 |
| Notification Order | 0 |

|  |  |
| --- | --- |
| Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO) | 1 |

Level 2 and 3 individuals returned to custody

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| Returned to custody for breach of licence | Category 1: Subject to notification requirements | Category 2: Violent offenders | Category 3: Other dangerous offenders | Total |
| Level 2 | 4 | 5 | 0 | 14 |
| Level 3 | 0 | 1 | 0 | 1 |
| Total | 4 | 6 | 5 | 15 |

|  |  |
| --- | --- |
| Breach of SHPO |  |
| Level 2 | 1 |
| Level 3 | 0 |
| Total | 1 |

|  |  |
| --- | --- |
| Total number of individuals subject to sex offender notification requirements per 100,000 population | 178 |

This figure has been calculated using the mid-2021 estimated resident population, published by the Office or National Statistics (ONS) on 21 December 2022, excluding those aged less than ten years of age.

Consistent with previous publications, this figure should be based on mid02022 estimated resident population; however the ONS has changed it publication scheduled such that the mid-2022 estimates will be published later this year. As such, the current figure may differ from the corresponding figure based on the mid2022 estimates.



# Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible individuals, broken down by category, reflect the picture on 31 March 2023 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2022 to 31 March 2023.

(a) MAPPA-eligible individuals – there are individuals defined in law as eligible for MAPPA management because they have committed specified sexual, violent or terrorist offences or they currently pose a risk of serious harm. The majority are managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible individuals 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 individuals 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 – individuals convicted of violent offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order and a small number of individuals convicted of sexual offences who are not subject to notification requirements. These individuals are assessed and managed by the Probation Service, Youth Offending Team or Mental Health Services.

(d) Other Dangerous Offenders – individuals who do not qualify under the other MAPPA-eligible categories but have committed an offence that indicates that they pose a risk of serious harm which requires management via MAPPA meetings. These individuals are assessed and managed by whichever agency has the primary responsibility for them.

(e) Terrorism and Terrorism Risk Offenders – individuals subject to terrorism offender notification requirements; individuals convicted of terrorism or terrorism related offences who were sentenced to imprisonment or detention for 12 months or more or detained under a hospital order; and those who have committed an offence and may be at risk of involvement in terrorism-related activity. These individuals are assessed and managed by Counter-Terrorism Police and the National Security Division of the Probation Service.

(f) Breach of License – individuals released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If the individual does not comply with these conditions, the Probation Service will take breach action and the individual may be recalled to prison.

(g) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction).Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders are intended to protect the public from individuals 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 individual 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 individual. 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 individual has acted in a way since their conviction that makes 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.

(h) 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. Individuals have a right of appeal against notification.

(i) 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 recorded on VISOR as a Potentially Dangerous Person (PDP).

(j) Lifetime notification requirements revoked on application – A legal challenge in 2010 and a corresponding legislative response means there is a mechanism in place that allows qualifying individuals to apply for a review of their notification requirements. Qualifying individuals 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 subject to notification requirements 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.

# Local page

**Karen Blackburn – Head of Durham and Darlington Probation Delivery Unit**

This past 12 months has seen ongoing development and strengthening of our approach to working together in partnership across County Durham and Darlington; for me, this is the foundation for delivering, and our aspiration for delivering excellent services to people we supervise, the public we serve and to secure positive stakeholder outcomes.

Working together and sharing priorities is essential if we are to continue to meet the challenges and address the complexity of those people presenting to our services and who make significant demands on us all. By securing rehabilitative outcomes, whether this is facilitating access to treatment services, securing benefits entitlements or where possible, securing a job for those closest to the labour market, we are together, bringing people into the mainstream from the margins through social inclusion. This is no easy task but with an aspiration and commitment to doing so, together we are improving life chances for people on probation, their families and neighbours and in turn, best support victims and potential victims to achieve safer community outcomes.

My Local Leadership Team across County Durham & Darlington prioritise and value engagement and collaboration with partnership colleagues at operational and strategic levels via Community Safety Partnership, MAPPA and Child And Adult Safeguarding arrangements. Locally, we have contributed to the Serious Violence Duty partnership developments and continue to prioritise delivery of safeguarding and domestic abuse checks as part of our assessments and delivery of the sentence of the court. We have progressed learning opportunities to better understand the new Victim Notification Scheme and how we can work to best protect victims of harassment and stalking offences across the area. We continue to seek to improve and learn from findings and will be working collaboratively with police colleagues and others to implement recommendations from the national thematic HMIP inspection on Domestic Abuse and our priorities within Probation.

Over recent months we have seen some excellent examples in practice; and have taken significant steps to embed the national Policy Framework concerning management of our Category 2 Level 1 MAPPA cases and the processes underpinning this work, for example, the innovative approach to this with our Responsible Authority and Duty To Cooperate MAPPA colleagues. We have delivered training inputs to local MOSOVO teams in relation to probation practice and MAPPA Level 1 management and review, encouraging robust joint working and professional challenge between agencies. There is a commitment to developing a better understanding of each other’s work to promote stronger joint working; for example, ongoing focus on RMOs attendance in Probation Offices and regular surgery-style drop ins to enhance already good working arrangements.

We have heard feedback from the MAPPA SMB in terms of the need to review our stalking cases. With a multi grade probation review team and the Mappa Coordinator, we audited 30 Probation-managed cases and shared themes to take forward this learning including to Probation North East, Probation in County Durham & Darlington and to MAPPA SMB colleagues.

We are planning now for events in January 2024 – to bring together Probation and Police staff and managers to deliver the national police & Probation Joint Working Workshop Guidance to enhance collaborative working to manage risk. This will coincide by an event with Probation and Police Senior Leaders and operational leaders from Probation, Neighbourhood Policing, Safeguarding & Serious Crime and including Intelligence and Integrated Offender Management, to consider our local structures across a vast geographical area, the operational tensions we deal with an resolve every day and to take forward together, our shared priorities to manage those who present the greatest risk to others and their communities.

I look forward to such developments and as Head of County Durham & Darlington, I will continue to work collaboratively, innovatively and with commitment to a shared partnership agenda and within our local MAPPA partnership, to deliver public protection outcomes, support victims and to work towards rehabilitating people on probation to make our communities safer.

**Lay Advisor**

My first appointment period ended at the beginning of 2023, having served as a Lay Advisor to the Durham and Darlington SMB since just before the outbreak of Covid at the beginning of 2020. I therefore spent much of that time experiencing and observing how the agencies managed and adapted to their responsibilities during the lock-down periods and emerged from them. A good deal of time was taken up this year going through the Ministry of Justice re-appointment process. However, I feel able to comment and report on the changes and further improvements that have taken place over the last year to the supervision of those who are subject to MAPPA management in this area.

In considering the Business Plan and the objectives that it sets out, the need for there to be reliable and consistent data shared between agencies is essential. The work that has gone into the successful development by the police of an information sharing tool regarding category 2 offenders (objective 3) and made available to probation, mental health and youth justice colleagues is to be commended. As with much intelligence, ‘stale data’ bring with them their own risks, and so the ability that the system has to provide a weekly data share is important.

Progress is being made on taking forward (objective 1) the Probation Service MAPPA Level 1 policy framework, to reflect the revised guidance that was published in 2021. As this is embedded, it will be important for the SMB to consider the reports it receives on practice delivery and for the audit capability to test appropriately identified MAPPA cases to ensure that Durham and Darlington SMB is operating within the structure of the most up to date research and guidance available.

I am reassured to observe the commitment to understanding and reducing risks to improve public safety in the discussions of cases that I have been party to, as well as the knowledge, expertise and professionalism of the MAPPA Coordinators, SMB Chairs and individuals representing participating agencies (both Responsible and Duty to Cooperate agencies).

The Durham and Darlington MAPPA Annual Report sets out an overview of the work being done by MAPPA. I hope that this report will assist in making people aware of some of this vital work and the ways in which MAPPA seeks to protect the public.

Peter Topping Oct 2023

**Durham Police, Public Protection Unit**

Durham Police have worked closely with other Responsible Authorities and Duty to Cooperate partners over the last twelve months to support Durham MAPPA and meet objectives within its Business Plan. Police have been instrumental in the implementation of an intelligence sharing tool which provides Probation and Youth Justice Boards with current and concise information to assist the management of Mappa nominals. This is proving to be an effective tool, especially for those offenders managed at Level 1 Mappa. Durham Police have also recognised the need for other local initiatives to reduce the potential harm and risk posed by Mappa offenders. One such initiative was Operation Glider. A team of dedicated staff were tasked with locating and arresting those offenders who had been recalled to prison but remained Unlawfully at Large. Durham Police and Probation worked together to identify these offenders and over a four week period Police were able to bring five Mappa nominals into custody. Durham Police also focussed attention on Cat 2 level 1 Domestic Abuse offenders who were wanted on Court warrant and eight offenders were arrested and returned to court.

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