

**Area name here**

# Norfolk



# Annual Report

# Intro

# Norfolk’s Multi Agency Public Protections arrangements (MAPPA), building on last year, continue to have a very engaged multi agency attendance from professionals both at the cohort meetings as well as the Strategic Management Group (SMB). The SMB fully support the practices and processes within the county’s MAPPA arrangements.

This year has been the first full year of the procedure for managing Terrorist related offenders within the new MAPPA category 4. The equality assurance arrangements are established, and I have confidence in the work of the approach and staff engaged in managing this cohort. The impact on Norfolk to date has been negligible.

This year has seen Norfolk’s MAPPA implement the Four Pillar Risk management approach and the new national forms are now part of day-to-day practitioner activity. The Rebuild Project, providing accommodation for some of the most challenging MAPPA nominals who require support and integration into society, has continued to show its worth and is recognised as strong local practice amongst the regional MAPPA community.

This year has also seen us welcome our new MAPPA co-ordinator, Helen Emerson following the retirement of her predecessor. Helen brings with her a wealth of experience, drive and energy and the board is both pleased and confident in her ability to manage the public protection duties we have in keeping our communities safe from harm.

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](http://www.norfolkmappa.org.uk)

MAPPA Training

MAPPA training is taking place on 17th and 18th October 2023 at the unanimous request of the Strategic Management Board. There will be two days of multi-agency training within the county.

MAPPA training continues to be offered to duty to co-operate agencies on request, and ongoing training is completed with probation and police colleagues during their initial training.

# What 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 | 1179 | 386 | - | 1565 |
| Level 2 | 3 | 12 | 22 | 37 |
| Level 3 | 2 | 0 | 0 | 2 |
| Total | 1184 | 398 | 22 | 1604 |

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 | 16 | 28 | 35 | 79 |
| Level 3 | 3 | 1 | 4 | 8 |
| Total | 19 | 29 | 39 | 87 |

|  |  |
| --- | --- |
| Category 1 cautioned or convicted for breach of notification requirements | 28 |

|  |  |
| --- | --- |
| Category 1 who have had their life time notification revoked on application | 5 |

Restrictive orders for Category 1 offenders

|  |  |
| --- | --- |
| Sexual Harm Prevention Order (SHPO) | 83 |
| SHPO with foreign travel restriction | 0 |
| Notification Order | 3 |

|  |  |
| --- | --- |
| Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO) | 0 |

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 | 1 | 4 | 9 | 14 |
| Level 3 | 0 | 0 | 0 | 0 |
| Total | 1 | 4 | 9 | 14 |

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

|  |  |
| --- | --- |
| Total number of individuals subject to sex offender notification requirements per 100,000 population | 143 |

“This figure has been calculated using the mid-2021 estimated resident population, published by the Office for 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 mid-2022 estimated resident population; however, the ONS has changed its publication schedule 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 mid-2022 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 Licence – 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

Rebuild Project

Rebuild provides both outreach support and supported accommodation to MAPPA level 1, 2 and 3 offenders to support them to find long term accommodation. The project is coordinated by St Martins Housing and consists of 2 full time staff who work collaboratively with MAPPA and Probation to effectively manage support needs and risks in the wider community.

Rebuild has 5 bedspaces shared across 2 properties with capacity to support between 8-12 clients. Rebuild is funded by MAPPA and additional income generated by housing benefit of both properties.

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

In the last quarter, Rebuild supported 12 MAPPA nominals and 75% of clients discharged from a Rebuild property had a planned discharge, an increase of 25% on the previous quarter A significant improvement in positive move-on outcomes.

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

Rebuild Case Study

Client 1 (C1) was referred by their probation officer whilst in custody. Their offences and unpredictable presentation caused them to be deemed high risk. Upon previous release from prison, C1 was released with no fixed abode due to their high support needs and level of risk.

While at the Rebuild property, C1 attended meetings with St Martins support and other agencies. C1 agreed to look at private renting options and registered with a GP surgery despite previously refusing to, stating that they felt that “It complicated things.”

The Rebuild property provided C1 with an opportunity to settle back into the community after spending a long period of time in custody. Through wellbeing checks at the property staff ensured that C1 was easing back into the community and provided with points of contact for additional support.

After completing PSS under probation, C1 initially disengaged. However, after staff left a feedback card at the property, C1 requested more information about move on options. Rebuild staff were able to reengage and support C1 to make a PIP application which they previously rejected due what they thought this meant about their ability to live independently.

Unfortunately, C1 started misusing substances and was returned to custody. Despite this, C1 remained in the community for over 5 months, by far the longest period for several years demonstrating significant steps towards reintegration back into society.

C1 posed a significantly lower risk to the public whilst in Rebuild accommodation.

Initially C1 made negative comments about the accommodation and expressed the opinion that they would rather be homeless, but staff noticed they started to personalise the space with flowers, rugs, mirrors, and pictures. This demonstrates steps towards managing a successful tenancy and taking pride over a space of their own.

Norfolk MAPPA Case Study

Case Study 1 (CS1) was referred to Norfolk MAPPA in November 2022. CS1 had been managed by Norfolk Constabulary’s DAPPA (Domestic Abuse Perpetrator Partnership Approach) team since January 2022 and had been the subject of multi-agency meetings aimed at addressing domestic abuse. Whilst significant work had been done to manage his risk, insufficient progress had been made in addressing his primary risk factors of alcohol dependency and homelessness.

CS1 has a history of domestic abuse in intimate relationships. In the 12 months prior to his adoption onto DAPPA, he was the subject of 21 police investigations and convicted of 11 offences, including assaults and 6 breaches of restraining order.

During the 11 months CS1 was discussed in DAPPA, he was the subject of 14 further investigations. He was convicted of 6 breaches of restraining order and 2 assaults.

CS1 was due for release shortly after the first MAPPA Level 2 meeting was held. He had been evicted from temporary accommodation and no alternative had been found. His alcohol use and risk of harm is known to increase when homeless. Attempts were made to support CS1 with housing appointments, however, were unsuccessful due to his level of intoxication. Following this release, CS1 managed well within an Approved Premises however relapsed when further accommodation was unavailable. He committed further breaches of restraining order and bail and was remanded in custody. Agencies highlighted a decline in CS1’s mental health and highlighted a real risk of domestic homicide and/or suicide in the case.

During sentencing for these further offences, following multiple agency representations, it was recognised at court that CS1 was in a “merry-go-round” and significant work needed to be done around his alcohol use and accommodation. Probation made recommendations within Pre-Sentence Reports around specialist accommodation, with the support of MAPPA, and sought out a placement in a High Support Unit (HSU) This allows CS1 to participate in a range of activities designed to address alcohol use ensuring he is accommodated throughout.

CS1 received a suspended sentence order and went to the HSU from custody. This ensured a smooth transition and reduced the likelihood of relapse. Agencies continued to undertake significant safeguarding around victims and children involved in the case, to ensure contingency plans were in place should CS1’s placement fail, and he relapse into alcohol use and/or further offending.

CS1’s sentencing and admission to the HSU was in February 2023. He was closed to MAPPA in May 2023 following 3 months in the community without further offending. At the final Level 2 meeting, agencies acknowledged the significant progress made in this case, and the reduction in CS1’s risk of serious harm. He had been sober for 130 days, attended all appointments with probation and was completing domestic abuse programmes. He was reflecting on, and acknowledging, past behaviours.

Agencies took the opportunity to identify some learning from the case. The case demonstrates the benefits to risk management when agencies work together to address the underlying behaviours which lead to offending. With the correct support in place from agencies, CS1 was able to address these risk factors and 6 months on from his last MAPPA meeting, he has still not come to police attention for any further offending. Agency resources were heavily impacted by CS1’s offending behaviour, and a huge amount of work went into addressing this and ensuring all victims were appropriately safeguarded. As a result of addressing the underlying behaviours, the risk to both our known victims, their children, and the wider public has been significantly reduced.

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[**www.gov.uk**](http://www.gov.uk)





