

MAPPA

Multi Agency Public Protection Arrangements

MAPPA CLEVELAND



Annual Report 2023-24

Introduction

Detective Chief
Superintendent
Caroline McGlade
Cleveland Police
Chair of Cleveland MAPPA
Strategic
Management Board



Welcome to the 2023/24 Annual Report of the Cleveland Strategic Management Board (SMB) Multi Agency Public Protection Arrangements (MAPPA).

MAPPA is a partnership between agencies to manage the risk presented by violent and dangerous offenders. This report provides a unique opportunity for the wider public to gain a greater understanding and insight into the work undertaken by public sector and partner agencies working together, to keep our communities safe from those individuals assessed as presenting the highest risk of committing harmful offences.

The Police, Prison, and Probation Service work together to ensure that the risks posed by specified violent and sexual offenders are assessed and managed appropriately and are known collectively under the MAPPA as the Responsible Authority (RA). The RA cannot undertake this work in isolation and work alongside many other agencies who are integral to this work. All agencies are represented on the SMB, alongside all those working in MAPPA on a day-to-day basis, to protect the public in Cleveland.

The very foundation of MAPPA provides a strong framework for pro-active inter-agency sharing of information, intelligence, joint agency assessment, risk management planning, and effective and active case conferencing; all in which contributes to the efficient deployment of resources to reduce and prevent re-offending by violent and sexual offenders.

I became the Chair of the Cleveland MAPPA SMB in early 2024, shortly after my appointment as Head of Safeguarding & Prevention Command within Cleveland Police. Adopting a prevention-based approach to reducing crime and protecting the most vulnerable from harm are at the heart of the Cleveland Police Force Strategic Plan. It is with the same passion and focus that I have the privilege of continuing in the role as Chair of the MAPPA SMB for the remainder of the year. I look forward to continuing the work with all our MAPPA partners to ensure our collective and often collaborative approach continues to be effective in reducing further harm and safeguarding the public.

The work undertaken in the last 12 months has been transformational, including the creation of a Police MOSOVO Team (Management of Sexual Offenders and Violent Offenders) which now sees a greater number of the most violent offenders being managed alongside Probation colleagues, and the delivery of victim-led training to a range of MAPPA partners, bringing the victim's voice into operational delivery.

The SMB is committed to protecting our communities and making Cleveland a safer place for all.

Andrew Bake

Cleveland MAPPA Coordinator



Another year and another MAPPA annual report.

As MAPPA Coordinator for the Cleveland area the last year has been marked with a significant increase in referrals, particularly those linked to domestic abuse and organised crime.

As I reflect on the last report period, the most obvious difference is the number of category 3 referrals received. These are the cases where there isn't a MAPPA category 1 or category 2 qualifying offence, but there is sufficient concern around behaviours and actions, some not resulting in conviction, to warrant active MAPPA management.

In essence we appear to have seen an increase in violent behaviours linked to domestic abuse and organised crime and in some cases both. I do wonder if the behaviours developed by those who perpetrate domestic abuse, e.g. coercive behaviours, restricting family and social contacts, financial abuse and grooming are mirrored, when one looks at recruiting younger more naive individuals into county lines and other associated gang activity.

What has clearly been seen in referrals to MAPPA is the use of weapons, with knives and firearms often featuring. Through my Probation training in the late 1980's and when I joined the Probation Service in 1991, there were few cases of organised crime and back then domestic incidents were nowhere near the profile they now have.

The actual drivers to this will be multi-faceted. I certainly don't have all the answers to what is a complex societal issue. What I can confirm is through MAPPA and the discharging of each agency's criminal justice responsibilities, staff are tirelessly bearing down on this area of crime, focussing on identification, disruption, protection and rehabilitation. As MAPPA chair I am regularly heartened by those staff, the ones who routinely go the extra mile and express the pro-social attitudes and commitment one needs to work in this area of criminal justice. This is not an easy area of work and it is not for everyone, but for those who do and continue to deliver and want to make a difference, thank you.

On a lighter note, I would like to extend a welcome to Melanie Carlton as our new head of Public Protection for the Northeast area. Mel replaces Amanda Love as our head of area and has expressed that she looks forward to working with partner agencies to fulfil our collective responsibility in keeping our communities safe. I have worked with Mel for many years in public protection and I am really pleased that she has the Head of PPU role. Welcome Mel.

For more information about MAPPA in Cleveland
or for compliments, comments or complaints
please contact us at
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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.

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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	911	360	-	1271
Level 2	1	2	9	12
Level 3	0	1	1	2
Total	912	363	10	1285

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	6	11	42	59
Level 3	0	0	1	1
Total	6	11	43	60

Category 1 cautioned or convicted for breach of notification requirements	115
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Category 1 who have had their life time notification revoked on application	2
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Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	95
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
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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	3	5	17	25
Level 3	0	0	0	0
Total	3	5	17	25

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	178
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This figure has been calculated using the mid-2022 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-2023 estimated resident population; however, the ONS has changed its publication schedule such that the mid-2023 estimates will be published later this year. As such, the current figure may differ from the corresponding figure based on the mid-2023 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 2023 to 31 March 2024.

(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.



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