

# Norfolk



Annual Report 2023-4

## Intro

Our Norfolk MAPPA arrangements has seen another full year of work and commitments in protecting the public. The procedures for managing terrorist related offenders under MAPPA Category 4 have embedded and are working as expected as is the four-pillar risk management approach. This has seen little direct impact on our arrangements and has been managed well by the core partners involved. We continue to monitor this, but I am confident that we have sufficient resilience to be able to flex and deal as required.

Norfolk Constabulary has, under pilot arrangements, expanded the role of the MAPPA manger to include oversight of the Domestic Abuse Perpetrator Arrangements (DAPPA) offered in Norfolk. This along with an uplift in 2 police constables dedicated to MAPPA has seen a strengthening of our arrangements ability to deal with workload and ensure risk assessments and management plans are coherent and detailed. This and the co-ordination with DAPPA see us well placed to receive anticipated increases in high harm domestic abuse perpetrators under domestic abuse legislation.

This year has seen the partnership commission two mandatory Serious Case Reviews under the definitions set out in the national guidance. These remain on going and are awaiting the conclusion of criminal cases. Finally, the Rebuild project continues in partnership with St Martin's Housing Trust providing a valuable resource to seek to stabilise some of the most challenging individuals MAPPA works with. Moving forward Norfolk MAPPA's ability to continue funding is in doubt. The Senior Management Board will work to try and secure alternative funding but recognises it's a challenging landscape.

ACC Nick Davison
Chair MAPPA Strategic Management Board

#### **MAPPA Training**

MAPPA training is taking place on 22<sup>nd</sup> and 23<sup>rd</sup> October 2024 at the unanimous request of the Strategic Management Board. There will be two days of multi-agency training within the county, following on from the success of previous years' training offer.

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 multiagency 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 those convicted of violent offences and 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

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.

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 multiagency 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.

All MAPPA reports from England and Wales are published online at: <a href="https://www.gov.uk">www.gov.uk</a>

## **MAPPA Statistics**

#### MAPPA-eligible individuals on 31 March 2024

	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1237	128	-	1365
Level 2	3	8	24	35
Level 3	0	0	0	0
Total	1240	136	24	1400

#### 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	11	13	30	54
Level 3	2	1	1	4
Total	13	14	31	58

Category 1 cautioned or convicted for breach of notification requirements	20
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#### **Restrictive orders for Category 1 offenders**

Sexual Harm Prevention Order (SHPO)	127
SHPO with foreign travel restriction	1
Notification Order	2

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

#### Level 2 and 3 individuals returned to custody

k	Returned to custody for oreach of icence	Category 1: Subject to notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
L	_evel 2	0	1	6	7

Level 3	2	0	0	2
Total	2	1	6	9

Breach of SHPO	
Level 2	1
Level 3	0
Total	1

Total number of individuals subject to sex offender notification requirements	148
per 100,000 population	

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 2024 (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 terrorismrelated activity. These individuals are
  assessed and managed by CounterTerrorism 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 – 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

#### St Martin's Housing – Rebuild Project

Rebuild continues to provide 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 Martin's Housing and consists of two full time staff. Rebuild staff work collaboratively alongside MAPPA and the Probation Service to effectively support clients support needs and risks in the wider community.

Rebuild has capacity to support between 8-12 clients. The project has five bedspaces spread across two properties. Rebuild is currently funded by MAPPA SMB and additionally the income generated by housing benefit of Martin and Fry House.

The project does not take away any housing authority's responsibilities for providing the correct accommodation but provides a further option for those with no accommodation provision within the Risk Management Plan.

In the last quarter, Rebuild has supported 11 MAPPA nominals. In the last quarterly report, there was one planned discharge for a long-term complex client. Unplanned discharges in this quarter were all from clients whose time in service was in the 0–3-month time scale. These were all due to reoffending and breaches resulting in a return to custody. A further positive move on was secured in this quarter with a client being accepted for a property through the successful securing of AFEO funding. This move on is expected to take place at the start of the next quarter.

The Rebuild project won the Homeless Link national award 2022 for Prevention into Action for its work preventing homelessness.

#### Rebuild Case Study

Client 2 was referred to Rebuild through a probation accommodation specialist on behalf of their probation officer. This referral was received whilst the client was in custody and the client was accepted for a space in one of the properties whilst they were located in an approved premises. The client had previous convictions for arson but given the context of the offence this was not considered an active risk within shared, supported accommodation.

At the initial meeting with the client, they presented as very withdrawn and did not engage beyond basic responses to any questions asked of them. Rebuild staff noticed that the client was interested in cars and gaming and began to build rapport with the client over time through discussions around these topics. The client, although still withdrawn at times has engaged well with support.

The client has set an excellent example when it comes to cleanliness within the property and continuous engagement with probation. Due to this engagement, they were trusted to remove their alcohol tag for a period due to a physical health issue and effectively liaised with probation during this period while a new alcohol was due to be fitted.

Rebuild staff identified an extensive history of self-harm and suicide attempts and recognised the importance of a safe environment for the client to receive support regarding this. Due to the client experiencing high levels of anxiety, Rebuild staff (with the consent of the client) submitted a referral for one-to-one support with Menscraft (Contact Service) that provides support surrounding clients who have a history of selfharm and suicidal ideation. The client was supported to their first session by Rebuild staff and has since continued to access this support independently on a regular basis. Within quarter one, Rebuild have worked closely alongside the Contact service in assisting the client to access coping strategies and adapting their move on plan using a person-centred approach that considers their past trauma.

The client has historically engaged well with Rebuild staff and their personal move on plan. However, during this quarter an internal move was secured into community homes. After being informed of this the client disengaged with support and did not turn up for their booking in. Rebuild staff discussed the importance of communication with the client and issued a nonengagement warning. Despite this Rebuild worked effectively with the contact service and identified that the disengagement was linked to a trauma response. As a result, Rebuild staff set up a further support meeting to discuss adaptations to the clients move on plan alongside the expectations of engagement and communication.

The client has demonstrated a readiness to secure independent accommodation across all sections of their outcome star. They have shown an ability to access support networks however their disengagement with Rebuild support during this quarter highlights a need for the client to develop communication skills in situations where they feel stressed and anxious.

#### Accommodation

In addition to the Rebuild Project, Norfolk MAPPA has identified areas of good practice relating to accommodation and the positive impact that appropriate housing can have on risk management and the cycle of re-offending. We continue to learn from these cases and reflect on this within MAPPA SMB.

One individual, who was the subject of 43 police investigations during 2023 and was in police custody on 24 occasions during the same year (despite some lengthy periods spent in prison) disclosed to professionals that he was committing offences due to his homelessness. His aim was to gain a 'roof over his head' whether it be a night in custody, a night in hospital, or a longer spell in prison. Following a long period of MAPPA management and attempts to find sustainable accommodation options, a placement was identified in a supported living environment for individuals with substance misuse issues (in this case, alcohol) The decision was made within MAPPA to fund a taxi directly from the prison to the placement, to reduce the likelihood of relapse. With the support of his offender managers, and other agencies involved in the MAPPA process. we are pleased to say the placement has been a success and the individual has been there for 3 months without coming to further police attention. The male's risk to the wider public is significantly lessened as a result and goes to the heart of what MAPPA is trying to achieve. The impact on not only police and probation resources, but on other emergency services and agencies involved in the MAPPA process is now significantly reduced. This case demonstrates that our risk management plans are most effective when we consider the triggers to reoffending alongside effective multi-agency working and this is recognised and reflected in the actions that we set within MAPPA meetings.

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