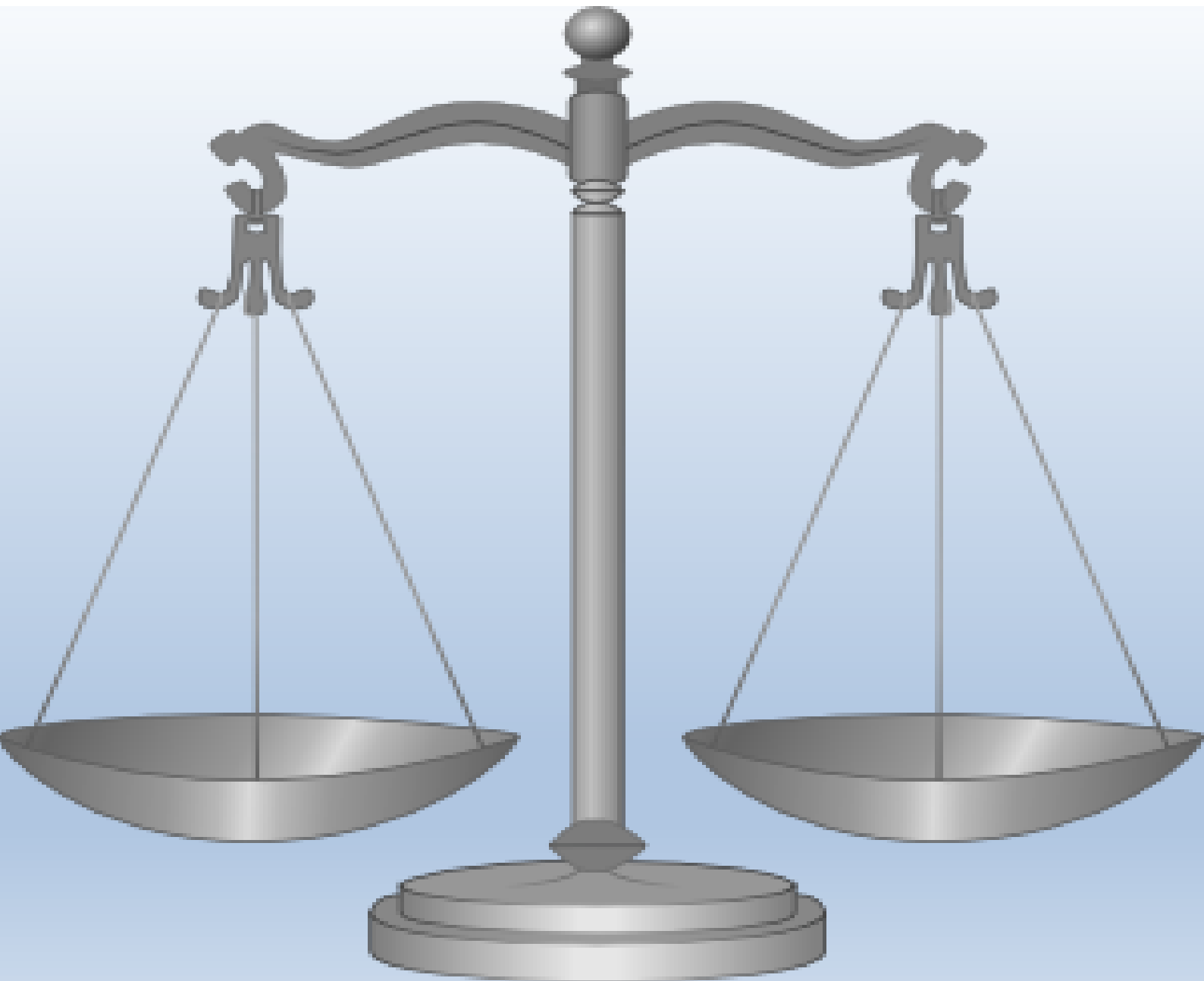




NORFOLK MAPPA



Annual Report 2017-18

Intro

Welcome to the Norfolk MAPPA Annual Report 2017-18.

Norfolk MAPPA continues to manage the most serious sexual and violent offenders in the County.

The success of MAPPA in Norfolk is therefore dependent upon the close working relationships between the agencies that are actively involved in the coordination process:

- Norfolk Constabulary
- National Probation Service (NPS)
- HM Prison Service
- Norfolk Youth Offending Service
- Norfolk Children and Young Peoples' Services
- Norfolk Adult Care Services
- Norfolk Domestic Abuse Team
- Norfolk & Suffolk Foundation Trust (Mental Healthcare Services)
- Department of Work and Pensions
- Housing Authorities
- Victim Liaison
- UKBA
- Electronic Monitoring

All agencies share a commitment to keeping the public safe and work towards achieving this through effective communication, joint working and efficient use of resources.

The agencies involved in Norfolk MAPPA recognise that risk can never be entirely eliminated and remain committed to ensuring that all possible measures are put in place to ensure public safety.

Public protection remains our highest priority. In 2017-18 Norfolk MAPPA have continued to work in collaboration with criminal justice and other partnership agencies to protect vulnerable individuals, groups and communities. Our main aim over the last year has been to improve the input from accommodation providers, Social Services and the NHS.

The majority of Norfolk offenders continue to be managed at Level 1 with the critical few being managed at the higher levels, meaning resources are focused where the risk is.

We would like to say a big thank you to all those agencies who have played their part in multi-agency working this year for their diligence and dedication to effective public protection and robust risk management.

MAPPA Eligibility Forum

In order to ensure that we are correctly identifying MAPPA eligible cases, we held quarterly MAPA Eligibility Fora in each office, discussing the entire caseload. This highlights those cases that will be released from custody and will require management at Level 2, those whose risk has escalated and may be best managed at Level 2, or those whose circumstances have changed and need multi-agency involvement to manage their risk.

MAPPA Manager, Norfolk

What is MAPPA?

MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual and violent 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, Job Centre Plus and Local Housing and Education Authorities.

The Responsible Authority is required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from each of the Responsible Authority and DTC agencies.

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 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** - registered sexual offenders;
- **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.

There are three levels of management to ensure that resources are focused where they are most needed; generally, those involving the higher risks of serious harm.

- **Level 1** involves ordinary agency management (i.e. managed by the lead agency with no formal MAPPA meetings);
- **Level 2** is where the active involvement of more than one agency is required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level.

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 enable 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.

All MAPPA reports from England and Wales are published online at: www.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2018				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1,035	173	-	1,208
Level 2	4	5	5	14
Level 3	0	0	0	0
Total	1,039	178	5	1,222

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	16	22	13	51
Level 3	0	1	2	3
Total	16	23	15	54

RSOs cautioned or convicted for breach of notification requirements	9
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RSOs who have had their life time notification revoked on application	9
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	90
SHPO with foreign travel restriction	0
NOs	1

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	0
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Level 2 and 3 offenders returned to custody				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	2	5	4	11
Level 3	0	0	2	2
Total	2	5	5	12
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	130
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This figure has been calculated using the Mid-2017 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics, excluding those aged less than ten years of age.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2018 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2017 to 31 March 2018.

(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 under ordinary agency (Level 1) arrangements rather than via 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) Registered Sexual Offenders (RSOs) – 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.”) 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 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 do not qualify for registration.

(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.

(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 these conditions are not complied with, breach action will be taken 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 on their behaviour. It requires 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 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 or the National Crime Agency (NCA), the chief officer/NCA 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 sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.

(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 or NCA where an individual has done 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.

A SRO may prohibit the person from doing anything described in it, including travel overseas. Any prohibition 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.

A 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 a 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 a 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 sex offenders to apply for a review of their notification requirements.

Individuals subject to indefinite notification 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 applies from 1 September 2012 for adult offenders.

On 21 April 2010, in the case of *R (on the application of F and Angus Aubrey Thompson) v Secretary of State for the Home Department [2010] UKSC 17*, the Supreme Court upheld an earlier decision of the Court of Appeal and made a declaration of incompatibility under s. 4 of the Human Rights Act 1998 in respect of notification requirements for an indefinite period under section 82 of the Sexual Offences Act 2003.

This has been remedied by virtue of the Sexual Offences Act 2003 (Remedial) Order 2012 which has introduced the opportunity for offenders subject to indefinite notification to seek a review; this was enacted on 30th July 2012.

Persons will not come off the register automatically. Qualifying offenders will be required to submit an application to the police seeking a review of their indefinite notification requirements. This will only be once they have completed a minimum period of time subject to the notification requirements (15 years from the point of first notification following release from custody for the index offence for adults and 8 years for juveniles).

Those who continue to pose a significant risk will remain on the register for life, if necessary. In the event that an offender is subject to a Sexual Offences Prevention Order (SOPO)/Sexual Harm Prevention Order (SHPO) the order must be discharged under section 108 of the Sexual Offences Act 2003 prior to an application for a review of their indefinite notification requirements.

For more information, see the Home Office section of the gov.uk website:

<https://www.gov.uk/government/publications/sexual-offences-act-2003-remedial-order-2012>

Local page

MAPPA TRAINING

Information Sharing is vital to ensure the MAPPA process works effectively and all Responsible Authorities and Duty to Cooperate Agencies need to be aware of their MAPPA duties under the Criminal Justice Act 2003.

To ensure all local agencies and partnerships are kept up to date, this year Norfolk held two training events at Police HQ in Wymondham. One event was for Managers and the second for Practitioners. The events were very well attended by all agencies across Norfolk and feedback was excellent. These events have led to greater attendance at MAPPA meetings by all agencies.

Norfolk MAPPA aim to run these events twice yearly to maintain excellent working relationships and multi-agency working to ensure robust risk management of all MAPPA nominals.

Training took place in Norfolk on 26th March 2018 and will be repeated on 29th January 2019.



ACCOMMODATION FOR MAPPA OFFENDERS

MAPPA offenders are very difficult to house, particularly those with sexual offence convictions or arson convictions.

This year Norfolk MAPPA have made significant progress in improving working arrangements with local housing authorities, and we hope that in the coming year Housing representatives will regularly attend MAPPA meetings for those who are hard to house.



SUCCESS STORY

As the Offender Manager for a very high risk of harm custody case, involvement from MAPPA has been invaluable in preparation for his potential release. In the lead up to an Oral Hearing, several meetings were held during which information was shared by the prison through a MAPPA F, which was then investigated by Police. The outcome of this suggested the victim may still be at serious risk of harm and as a result further safeguarding procedures were implemented. The initial information on its own did not cause concern and therefore without these meetings, it is unlikely that this information would have been shared let alone investigated further and subsequently the risk management/response plan would not have sufficiently identified or managed the risks posed. We were also able to share this information with the Parole Board prior to the hearing to ensure the panel members were fully informed and able to question the offender about this information.

As the lead agency in managing the offender, it was incredibly daunting to prepare for the release of a complex case such as this, however MAPPA involvement meant that I was able to meet the other professionals involved on a regular basis, have access to resources that would not usually be so readily available and determine a sufficient release plan with all agencies input and agreement. All of which I would consider to have significantly enhanced the management of this offender and consequently protecting the victim from further harm.

Probation Officer, Norwich

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