



Multi Agency Public Protection Arrangements

NORFOLK



Annual Report 2020-21

Intro

Reflections

Norfolk's Multi Agency Public Protection Arrangements (MAPPA), the partnership and staff engaged in the arrangements have maintained their enthusiasm and commitment to protect the Public in Norfolk. We have seen changes to the Criminal Justice Service and how they are now able to operate post pandemic which has created an increase in the referral process of clients into the MAPPA process at both Levels 2 and 3.

The MAPPA offender who, in November 2019, was convicted and sentenced to life imprisonment triggering a Serious Case Review was completed. The Strategic Management Board approved its publication and have visited family members of the man who was murdered to give an overview of the report and talk about the lessons learnt and action plan for the future. The Strategic Management Board will ensure that the Local Action Plan is delivered with oversight from our active Lay Advisors.

MAPPA had made huge adjustments over the last year notably using updated technology to hold meetings on Teams. This has had a hugely beneficial effect with attendance increasing and those attending being able to instantly access their own organisations' websites which has meant questions being answered immediately rather than in time for the next meeting. This is hugely more efficient and effective.

We look forward to the national arrangements surrounding the management of convicted Terrorist Act offenders by the Probation Service being implemented. This will see us embracing the accepted recommendations made by the 2020 independent review.

ACC Nick Davison
Chair MAPPA Strategic Management Group

MAPPA Website

The MAPPA website remains in place with improvements, changes and an evaluation as to effectiveness being carried out early in 2022.

www.norfolkmappa.org.uk

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.

The Strategic Management Board voted unanimously to provide face-to-face training across all of the Duty to Cooperate Agencies and beyond. They felt that this training would benefit from all agencies bringing their expertise together in order to fulfil their individual responsibilities. Training is scheduled for early 2022.

MAPPA During COVID-19

The MAPPA team would like to thank partner agencies for their continuing commitment to the MAPPA process and for their flexibility in ensuring we could continue to manage risk effectively whilst working within unprecedented circumstances

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, violent and terrorist 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, Jobcentre Plus and Local Housing and Education Authorities.

Local Strategic Management Boards comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA with their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB).

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 more senior oversight and 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 presenting the higher risks of serious harm.

- **Level 1** is where the offender 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 offender.
- **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 offenders 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 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.

MAPPA and Terrorism

In response to the terrorist attack committed by Usman Khan at Fishmongers' Hall on 29 November 2019, the Home Secretary and the Lord Chancellor commissioned Jonathan Hall QC, who is the Independent Reviewer of Terrorism Legislation, to undertake a review of MAPPA and the management of known terrorists and other extremist offenders (TACT Offenders). The terrorist attack committed by Sudesh Amman in Streatham High Road on 2 February 2020

served to reinforce the need for the review, since both Khan and Amman had been managed under MAPPA. The government published the report on 2 September 2020 and published a response to it 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, several of which have been or are being implemented via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Bill. Others have already been introduced by the creation of the National Security Division (NSD) in the Probation Service to manage terrorist offenders. The Secretary of State has also revised the statutory MAPPA Guidance on terrorist offenders.

The Probation Service, via the NSD, 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 offenders in the community. This will include the management of terrorist connected and terrorist risk offenders. Five Probation Service national security units have been established across England & Wales during 2020/21. The NSD and Counter-Terrorism Policing will be working closely with local Strategic Management Boards to ensure the robust management of terrorism cases. The NSD also manages serious organised crime and the highest risk and high-profile public protection cases.

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

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2021				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1161	442	0	1603
Level 2	10	10	18	38
Level 3	2	2	0	4
Total	1173	454	18	1645

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	18	10	18	46
Level 3	1	2	0	3
Total	19	12	18	49

RSOs cautioned or convicted for breach of notification requirements	25
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RSOs who have had their lifetime notification revoked on application	8
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	73
SHPO with foreign travel restriction	0
NOs	2

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	1
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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	6	6	7	19
Level 3	2	0	0	2
Total	8	6	7	21
Breach of SOPO				
Level 2	0	0	0	0
Level 3	0	0	0	0
Total	0	0	0	0

Total number of Registered Sexual Offenders per 100,000 population	143
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This figure has been calculated using the Mid-2020 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 2021 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2020 to 31 March 2021.

(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 at Level 1 without formal 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.”) These offenders 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 – this category includes violent and terrorist 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. These offenders are assessed and managed by the Probation Service, Youth Offending Team or Mental Health Services.

(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. These offenders are assessed and managed by whichever agency has the primary responsibility for them.

(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. They require 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 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.

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. Persons do not come off the register automatically. Qualifying offenders 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 on the register 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. This applied from 1 September 2012 for adult offenders.

Local page

Rebuild

'Rebuild' is a hugely exciting 12 month pilot project developed to support high risk offenders managed under MAPPA Level 2 and 3 upon release from prison. *Rebuild* aims to reduce the risk of re-offending by providing and facilitating multi-agency, person-centred support to prolific high-risk offenders by identifying and addressing major risk factors to re-offending. This includes accommodation, financial hardship, mental health, substance misuse, family breakdown, and lack of meaningful activity. *Rebuild's* focus is to develop new resettlement pathways for the client group. St Martins Housing Trust works alongside MAPPA and the National Probation Service (NPS) to deliver *Rebuild* and has recruited a highly-skilled Resettlement Engagement Worker (Hannah) to deliver intensive support and develop resettlement opportunities for the client group. St Martins Housing have provided a two-bedroom property called Fry House; this is short-term accommodation for those clients who have no other housing options upon release from prison.

Rebuild has the capacity to support *eight* clients at any one time, a quarter of whom will be accommodated in Fry House. The remaining six within the project cohort are supported to find appropriate emergency and / or short-term accommodation in the community. After working with Hannah and our partner agencies to address their needs and offending behaviour, clients are then supported to secure long-term accommodation, ideally an assured tenancy either via social housing or the private rental sector.

In the few months *Rebuild* has been operational, we are already close to capacity, with six clients in service, two of whom are living at Fry House. We are seeing really positive outcomes across a range of client needs, and we have received some encouraging comments from those on our current caseload:

"This is the first time since being released that I have wanted to stay out."

"Words fail me to express my warmest thanks for all you have helped me with since you entered my turmoil of a life."

Since launching in June 2021, *Rebuild* has received a total of ten referrals, most of whom have been identified to have a need for Fry House. The demand for this short-term accommodation is more than we can presently accommodate so there is huge potential for growth in this area.

Referral Criteria for Rebuild:

- Managed under MAPPA Level 2 or 3
- Consenting to the referral being made and willing to engage with the service
- Consenting to contact between relevant agencies
- Limited other options for accommodation and support

Desired Outcomes for Rebuild:

- Identify major barriers to reformation of offending behaviours
- Make referrals to relevant services to address support needs
- Signpost to relevant agencies to address support needs
- Gain client feedback for ongoing development of the project
- Develop suitable move on pathways for clients
- Reduce client re-offending rates

All MAPPA reports from England and Wales are published online at:

www.gov.uk

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