

MAPPA

Multi Agency Public Protection Arrangements

KENT MAPPA



Annual Report

Introduction

We are pleased to introduce the Kent MAPPA Annual Report for 2023-2024

This report is presented on behalf of the Kent Strategic Management Board, highlighting the performance and practice development of Multi Agency Public Protection Arrangements in Kent. The role of the Strategic Management Board (SMB) is to provide oversight and assurance of effective public protection arrangements in the county. The SMB is made up of the three Responsible Authorities (RA) who are the Police, the Probation Service and the Prison Service. Alongside the Responsible Authorities are key Duty to Co-operate agencies (DTC) who include partners from Children and Adult Safeguarding, Youth Offending Services, Health, Department of Work and Pensions, Local Authority Housing and Home Office Immigration Enforcement. The SMB meets three to four times a year to review progress and to assure effective and efficient arrangements are in place to achieve the priority of protecting the public from harm by those subject to MAPP arrangements and to reduce their re-offending.

We continue to see an increase in the number of individuals becoming subject to Multi Agency Public Protection Arrangements. A significant number of these fall under MAPPA as a consequence of a conviction for a sexual offence. The over whelming majority of whom become subject to Sexual Offender Registration Notification Requirements.

Notification requirements can last for many years beyond the period of a supervised Licence or Community Order, and this in part, will explain the relatively high numbers of Category 1 registered sex offenders under MAPPA in proportion to Category 2 nominals convicted of a violent offence. When you review the number of cases at Level 2 and Level 3, where there is significant multi agency activity to manage risk, the numbers are more balanced. This would suggest that overall, arrangements for most convicted sex offenders are working sufficiently well to

manage the risks presented to the public at our lower level of oversight, MAPPA Level 1.

We continue to work hard in improving our approach to risk management, which starts with solid risk assessment. To support this work, the SMB have developed a MAPPA Improvement Plan and MAPPA Training Plan to continue to build the practice, expertise and knowledge of professionals working with MAPPA nominals in Kent.

Additionally, we continue to focus on the professional development of Chairs through the delivery of MAPPA Chair Training; Chair Development Days and compliance auditing of Level 2 and Level 3 meetings.

We continue to review our administrative support arrangements to cut down on bureaucracy, boost efficiency and capacity, whilst conforming with national guidance expectations set for us. We have prioritised during 2023/24 the focus of meetings to be predominately based on the Four Pillars of Risk Management: - Supervision, Monitoring and Control, Interventions and Treatment and Victim Safety.

During this quarter we have reviewed the MAPPA Meeting documents to ensure that the structure of MAPPA Meetings is clear for Chairs and Panel members and to establish the Risk Management Plan as the central focus.

We have developed further an increasing focus on the needs and safety of the victim and or the victim's family. This includes robust enforcement of area exclusion zones, electronic tagging to monitor movements and strict no contact conditions applied as appropriate to the Licences of released prisoners into the community. Alongside this, MAPPA has broadened its remit to pay closer attention to offences relating to domestic abuse, with an increase in cases referred to MAPPA Level 2 and 3 at Category 3.

As reported in the last annual report, we have seen yet further increases in the complexity of cases, in particular in relation to cases with a Home Office interest.

Meanwhile, our specific arrangements for cases considered to present a higher risk in regard to terrorist or domestic extremist nature have now been well established through the National Security Division.

As we look ahead, we expect our caseload to continue to grow, which will bring challenges in relation to resources and capacity. We remain confident however in our ability to continue to have oversight of high-quality risk management practices in Kent.

Head of KSS Public Protection

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 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 **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.

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

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	1947	696	-	2643
Level 2	9	4	8	21
Level 3	1	2	0	3
Total	1957	702	8	2667

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	35	22	26	83
Level 3	8	2	4	14
Total	43	24	30	97

Category 1 cautioned or convicted for breach of notification requirements	28
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Category 1 who have had their life time notification revoked on application	11
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Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	170
SHPO with foreign travel restriction	0
Notification Order	2

Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO)	2
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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	10	5	10	25
Level 3	0	0	3	3
Total	10	5	13	28

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	118
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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 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 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 – 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

MAPPA Co-ordinator; Kent

Since April 2023 Level 2 and 3 MAPPA Meetings in Kent have been delivered in a Panel format, where standing Panel members from Responsible Authorities and Duty to Co-operate Agencies attend monthly MAPPA Panels scheduled for their Local Authority Area. This transition has supported the MAPPA Team to improve attendance at MAPPA Meetings; ensure continuity of multi-agency representation and streamline the administration process.

Over the past year, the MAPPA Co-ordination Team have continued to regularly audit the quality of MAPPA Level 2 and Level 3 meetings and support MAPPA practice across Kent from a multi-agency perspective. Such observation allows us to identify training and development needs of both Chairs and agency representatives which is reflected within the 2024-2026 MAPPA Training Plan.

To improve and ensure robust risk assessment and risk management a Kent MAPPA Improvement Plan has been devised alongside SMB and will be implemented over the next reporting period.

Weekly MAPPA surgeries continue to support Responsible Authority and Duty to Co-operate agency training, providing one to one case discussions and process/policy led support relating to MAPPA across Kent. These continue to be well attended by a number of multi-agency partners.

MAPPA level 2 and 3 referrals continue to be screened in a timely manner, with panels convening on a weekly basis involving multi-agency attendance to ensure that delays in risk management are minimised.

The MAPPA Co-ordination team continue to attend regular Risk Forum meetings with all Secure Units across Kent. The quality of information sharing about MAPPA eligible patients has improved as a result of these formal meetings.

Kent MAPPA rolled out the new National document set in August 2022. This involved the restructure of Level 2 and 3 MAPPA meetings with the introduction of the Four Pillars Approach. We have reviewed these documents, and an adapted meeting minute template has been produced during this reporting period. This revised template encourages focus on effective Risk Management, in particular Victim Safety planning.

Throughout this reporting quarter the Kent MAPPA Co-ordination team have continued to focus on the development and improvement of MAPPA practice and delivery across the County and would like to thank all partners and key stakeholders who continue to support the local MAPPA process across Kent.

Kent Police; MOSOVO T/DCI

Kent Police have a proactive approach to managing offenders within the community who are subject to MAPPA. We collaborate closely with our partner agencies to ensure that we have a robust risk management plan in place incorporating the Four Pillars of Risk Management approach. We have a strong joint working relationship with Kent Probation and the Kent MAPPA Team. Kent Police provide MAPPA Chairs and Co-chairs to all Level 2 and Level 3 meetings and continue to maintain ongoing representation at MAPPA screening panels. Kent Police also provide offender management updates to all Level 2 and Level 3 MAPPA meetings to facilitate the MAPPA Process and ensure we are actively working together to support the offender in the community.

Kent police are driving innovation to manage the digital world that offenders within the community can access. We are proactive in identifying and pursuing Sexual Risk Orders and Sexual Harm Prevention Orders to enable us to monitor and supervise offenders closely and respond effectively to any breaches, enhancing the management of risk. The

numbers of offenders with orders have significantly increased since this process commenced and has enabled the Force to identify, and risk assess potential repeat offenders who are yet to be convicted.

The Proactive Digital Teams have become invaluable in detecting offenders continuing to actively commit digital offending, we have seen a significant increase in the arrest and remanding of these offenders through early identification of breaching their SHPOs and licence conditions.

Kent MAPPA SMB Perspective: Kent Youth Justice.

Kent Youth Justice continue to be a key partner in respect of MAPPA. This has involved MAPPA having oversight of level 2 and level 3 Youth Justice MAPPA cases. In such cases Youth Justice practitioners and Team Managers have been in attendance for both Initial and Review Level 2 and Level 3 MAPPA meetings.

We have worked closely with the Kent MAPPA Team and have supported MAPPA Chairs and partners by delivering Youth Justice Training to all MAPPA Chairs. It was identified that Chairs work predominantly within adult systems and were unfamiliar with Youth Justice legislation and processes. We raised this with the MAPPA co-ordinator and as result facilitated Youth Justice Training at a MAPPA Chair Development Day. This has been key in developing MAPPA Chairs understanding of the differences between adult and youth justice legislation and processes and changing their approach accordingly.

Kent Youth Justice hold a monthly risk panel. We are currently reviewing this panel in line with MAPPA and the proposal is that we amend this panel to oversee MAPPA level 1 cases, which are single agency. Although single agency, the Youth justice service will look to our statutory partners to attend this panel and support with risk management.

Kent MAPPA SMB Perspective: KCC Adult Social Care

During this period, KCC Adult Social Care representation at the MAPPA SMB has transferred from the Assistant Director Strategic Safeguarding, Policy, Practice and Quality Assurance to the Adult Strategic Safeguarding Service Manager.

Kent Adult Social Care continue to be represented at MAPPA Level 2 and 3 Panels and work closely with the MAPPA Team. MAPPA representatives for each of the Adult Social Care localities have been identified and a list of these practitioners has been shared with the appropriate MAPPA coordinator, to ensure that invites to Level 2 and 3 meetings can be targeted appropriately.

Adult Social Care have utilised the weekly MAPPA Surgeries offered by the MAPPA Team (Particularly the Social Work Forensic team and the Early Discharge Hospital team) to assist decision making as to whether a MAPPA referral is appropriate or whether there are alternative legal frameworks.

The MAPPA Team have delivered briefings on the Potentially Dangerous Persons process and annual MAPPA Training to the Social Supervisor's Course. These training opportunities have supported Adult Social Care staff to develop their understanding about MAPPA legislation and processes.

Kent MAPPA SMB Perspective: Tunbridge Wells District Council – Housing Options

The Housing Options Team engage fully in the MAPPA Process by attending MAPPA meetings where the MAPPA subject is being released without accommodation or no-fixed abode. By attending the MAPPA meetings, we ensure that crisis situations are avoided, and accommodation pathways can be implemented at an earlier stage.

Between March 23-24, there have been occasions where the Housing Options Service participation in MAPPA has ensured public protection by managing risk. For instance, where it is unlikely the offender is not owed a temporary accommodation duty, the risk can be managed at an early stage and an alternative accommodation pathway can be considered.

Housing Options representatives at MAPPA meetings are further able to add value by sharing or being provided with relevant information about victims or individuals known to be at risk. This enables Housing Options staff and the MAPPA Panel to develop and implement Victim Safety Plans.

Kent MAPPA SMB Perspective: KCC Children and Young Services.

The focus of KCC CYPE, this year, has been to align our ways of working to the updated MAPPA model. We have needed to redesign systems and processes to ensure the right senior leader (Service Manager) from the right district is attending to support risk management from a children's perspective. Reviewing the attendance data, we can see we have been successful. The challenge is to maintain attendance whilst also contributing to improving our joint practice and I would suggest a joint Multi-Agency Audit should be completed to support quality assurance in the coming years which I would like to see in recommendations and plans for 24/25.

Kent MAPPA SMB Perspective: Kent and Medway PREVENT

The Kent and Medway Prevent and Channel Manager (Coordinator) attends relevant MAPPA cases when invited. This includes invites to MAPPA for any TACT or TACT-connected / radicalisation or terrorism risk cases.

This has continued to progress due to the Home Office and JEXU MOU.

The involvement with the Prevent and Channel Manager leads to relevant and timely information being shared where some cases may also sit in the Channel Panel or Police Lead spaces (PLPs).

This allows for multiagency working and further support opportunities with transparency on all available information.

It has also been beneficial where some cases have transferred from Channel Panel to MAPPA due to the level of risk.

We are keen to ensure that PREVENT are represented at all relevant MAPPA Meetings.

Kent MAPPA SMB Perspective: Kent, Surrey and Sussex Probation Victim Liaison Unit

The Probation Service Victim Liaison Unit have continued to contribute to the MAPPA process by attending and participating at MAPPA meetings of all levels as well as regularly attending the SMB. Contributions within these forums ensure that the perspective of victims engaging with the Victim Contact Scheme and Victim Notification Scheme are considered as part of the MAPPA risk assessment and risk management plan.

Alongside the MAPPA Coordinator, the Victim Liaison Unit are continuing to review the format of the information shared by Victim Liaison Officers in MAPPA Level 1 Reviews, in a bid to improve the efficiency of input into these meetings. This joint working is further demonstrated through the inclusion of a representative from the MAPPA team at the monthly VLU Team Meetings.

Further to this, the delivery of briefings to Probation staff, has sought to improve awareness and understanding of the role and remit of Victim Liaison Officers, and the Victim Liaison Unit more broadly, contributing to the importance of the victim's voice and victim safety planning within the MAPPA process.

Kent MAPPA SMB Perspective: Kent, and Medway NHS Social Care Partnership Trust (Community Mental Health Provision)

KMPT have been working closely with the MAPPA Co-Ordinator and MAPPA SMB to develop an action plan in response to the MAPPA Improvement Plan.

We have successfully identified Local Community Mental Health Team MAPPA representatives who are managing caseloads and ensuring eligible offenders are assessed appropriately, an appropriate risk management plan put in place and the required level of MAPPA management is agreed before their release into the community.

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Probation
Service




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