

**MAPPA**

Multi Agency Public Protection Arrangements

# Northumbria Area



## Annual Report 2023 – 2024



# Introduction

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## PROTECTING PEOPLE IN NORTHUMBRIA FROM SEXUAL AND VIOLENT OFFENDERS

Welcome to the 2023-2024 Annual Report on Northumbria's Multi-Agency Public Protection Arrangements (MAPPA).

MAPPA continues to provide a framework for managing the risks to the public presented by sexual and violent offenders.

The number of sexual and violent crimes committed represent a small proportion of the total recorded crime in Northumbria, but for the victims and their families they inevitably cause a great deal of fear and concern.

It is with this in mind that protecting the public from offenders who carry out these crimes, and meeting the needs of the victims, remain high priorities in Northumbria for the Police, Probation and Prison Services.

Public Protection continues to receive high profile coverage nationally and remains a challenging issue for Northumbria MAPPA. We accept that the public expect us to do everything within our powers to reduce the risks presented by sexual and violent offenders, whilst at the same time recognising that we must make the most efficient use of our finite resources.

By embracing joint working with MAPPA we can communicate more effectively, reduce duplication and ensure a strong corporate response. No single agency can tackle these challenges alone and it is vitally important that agencies continue to support and inform the MAPPA process. This way, together, we believe we can offer the best protection for the public of Northumbria.

The working arrangements with partners in Northumbria make a vital difference to the success of MAPPA.

This Annual Report reflects the contributions made by all of the agencies involved in MAPPA across Northumbria, and sets out our commitment to you, to continue to develop strong partnerships and explore new ways of working to face the challenges of protecting the public from serious offenders. We hope you will find the report informative and that it helps answer some key questions about community safety and public protection arrangements in Northumbria.



# What is MAPPA?

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## 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.

## MAPPA and Terrorism

The government published an Independent Review of the MAPPA used to Supervise Terrorism and Terrorism-risk individuals on 2 September 2020 and published its response 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, the majority of which have been implemented, including via the Counter-

Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Act 2022. The Secretary of State has also revised the statutory MAPPA Guidance on terrorism offenders.

The Probation Service, via its National Security Division, 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 individuals in the community. This includes the management of terrorist connected and terrorist risk offenders. The NSD and Counter-Terrorism Policing work closely with local SMBs to ensure the robust management of terrorism cases. 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.

All MAPPA reports from England and Wales are published online at: [www.gov.uk](http://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	2023	774	-	2797
Level 2	9	7	43	59
Level 3	0	0	3	3
Total	2032	781	46	2859

## 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	20	25	96	141
Level 3	7	2	3	12
Total	27	27	99	153

Category 1 cautioned or convicted for breach of notification requirements	143
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Category 1 who have had their life time notification revoked on application	4
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## Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	157
SHPO with foreign travel restriction	2
Notification Order	1

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	8	14	25
Level 3	0	0	2	2
Total	3	8	16	27

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	155
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This figure has been calculated using the mid-2023 estimated resident population, published by the Office for National Statistics (ONS) on 15 July 2024, excluding those aged less than ten years of age.

Consistent with previous publications up to 2021/22, this figure is based on the midyear of the publication period. For 2022/2023 publication, the population figures was based mid – 2021 instead of mid – 2022 due to a change in publication schedule by the ONS. As such, the current figure may not be directly comparable with last year's figure.



# Explanation commentary on statistical tables

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## 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

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## **POLICE – SAFEGUARDING**

### **MOSOVO DETECTIVE SUPERINTENDENT AND DETECTIVE CHIEF INSPECTOR**

Northumbria Police have undergone significant change in the Force operating model and MOSOVO forms part of these key changes with the strategic aim being that MOSOVO is outstanding in everything it does both in terms of effectiveness and efficiency.

A notable change within this new operating model has been the responsibility shift of all risk categories now sitting within the MOSOVO operational teams. This shift has meant that Neighbourhood Teams no longer conducting home visits, as they previously were for low and medium sexual offenders. This new model brings benefits of consistency and ownership and through placement of the Operational teams across the 6 Commands, maintains the effective joint working with Neighbourhood Teams. This new model additionally ensures MOSOVO is focussed on both Violent and sexual offenders.

To achieve the above a large uplift of staff came into MOSOVO, which included management and supervision roles. The embedding of this new structure continues, with the continued focus being on training to ensure all new staff have the required capability. There are already signs of increased resilience through strong governance and performance management and the wider wellbeing support to all staff.

The Creedon report was fundamental in the planning and development of the new structure for MOSOVO and the recommendations from the HMICFRS PEEL inspection- February 2022. Scoping work and benchmarking took place to learn from HMICFRS inspections of other Forces, for example, the recent inspection of Cumbria Police, which incorporated the management of offenders. HMICFRS conducted an initial inspection of Northumbria MOSOVO in September 2024. They will be visiting our force again in November/December 2024 and will then complete their report and assessment of the department.

It remains the case that all staff involved in the MAPPA process keep up to date with current legislation and practice. A structured continuous professional development (CPD) programme was implemented across Safeguarding which sees all Safeguarding staff taking part in annual CPD events. The next events are on the 17<sup>th</sup> and 18<sup>th</sup> November 2024.

Due to the operational changes aforementioned, there is a continued focus on performance management, particularly in relation to the backlogs of visits that were inherited as part of the model change. A comprehensive improvement plan was created and is being implemented and progressed at pace in order to complete all the visits within the backlog, to reduce the risk and ensure the continued protection of the public.

## **PROBATION MAPPA Co-ordinator**

2024 has been a challenging year for the MAPPA unit, following changes to policies including ESCL, SDS40 and the Probation Reset. We are incredibly grateful to all our Responsible

Authorities, Duty to Co-operate agencies and our two Lay Advisors, for maintaining their commitment to multi-agency working despite the demands and pressures faced by organisations. The Northumbria MAPPA team benefit from positive working relationships with MAPPA representatives and appreciate the efforts that are made to manage those who pose a significant risk of harm to our community.

## **HOUSING**

Accommodation for rehousing MAPPA offenders across the region remains a challenge, particularly regarding the supply of suitable supported provision and access to move on options, including more independent living. With homelessness pressures being felt both locally and nationally, probation and housing colleagues have been working together locally to ensure effective plans and pathways are in place. To address some of the issues around supply, this year has also seen the introduction of CAS3 bed spaces, ie transitional accommodation, available for up to 84 days. This provision is funded by HMPPS, with 2 bed spaces already in use and a further 4 bed spaces planned by the end of 2024.

These properties provide accommodation and support for those being released from prison, including MAPPA offenders and therefore is a much-needed addition to prevent homelessness, prevent repeat offending and enable a pathway into more independent living.

Over the previous year we have also seen the establishment of both the Northeast Combined Authority and a new Northeast Housing Partnership. Within the Northeast Housing Partnership is a Health, Care and Homelessness Subgroup where the issues highlighted within MAPPA SMB have been highlighted to help inform regional strategy, including cross boundary barriers. We aim to further progress in regional homelessness strategy discussions over the coming year within NECA and NEHP.

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