



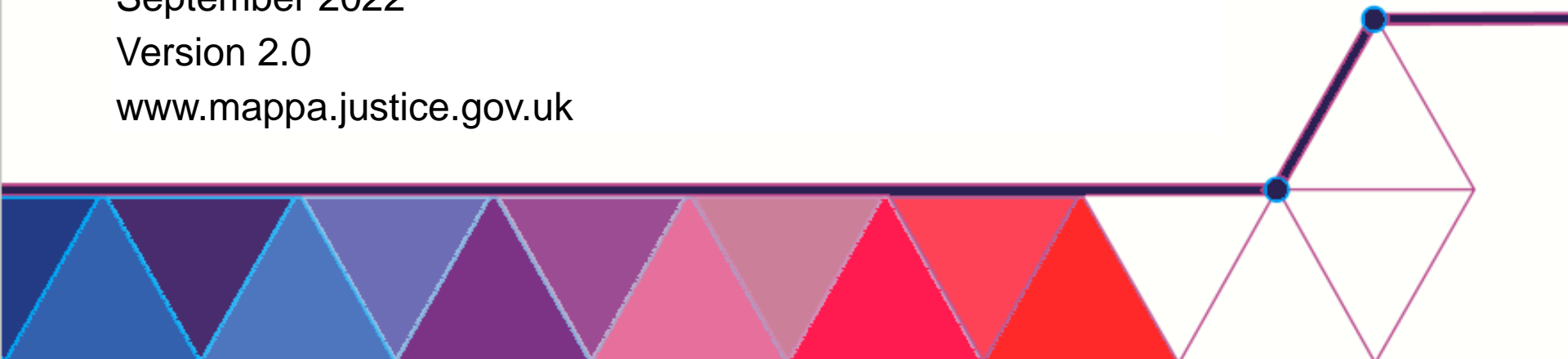
# Thresholding Document

National MAPPA Team

September 2022

Version 2.0

[www.mappa.justice.gov.uk](http://www.mappa.justice.gov.uk)



MAPPA cases should be managed at the **lowest Level** that provides a **defensible** and **robust** Risk Management Plan

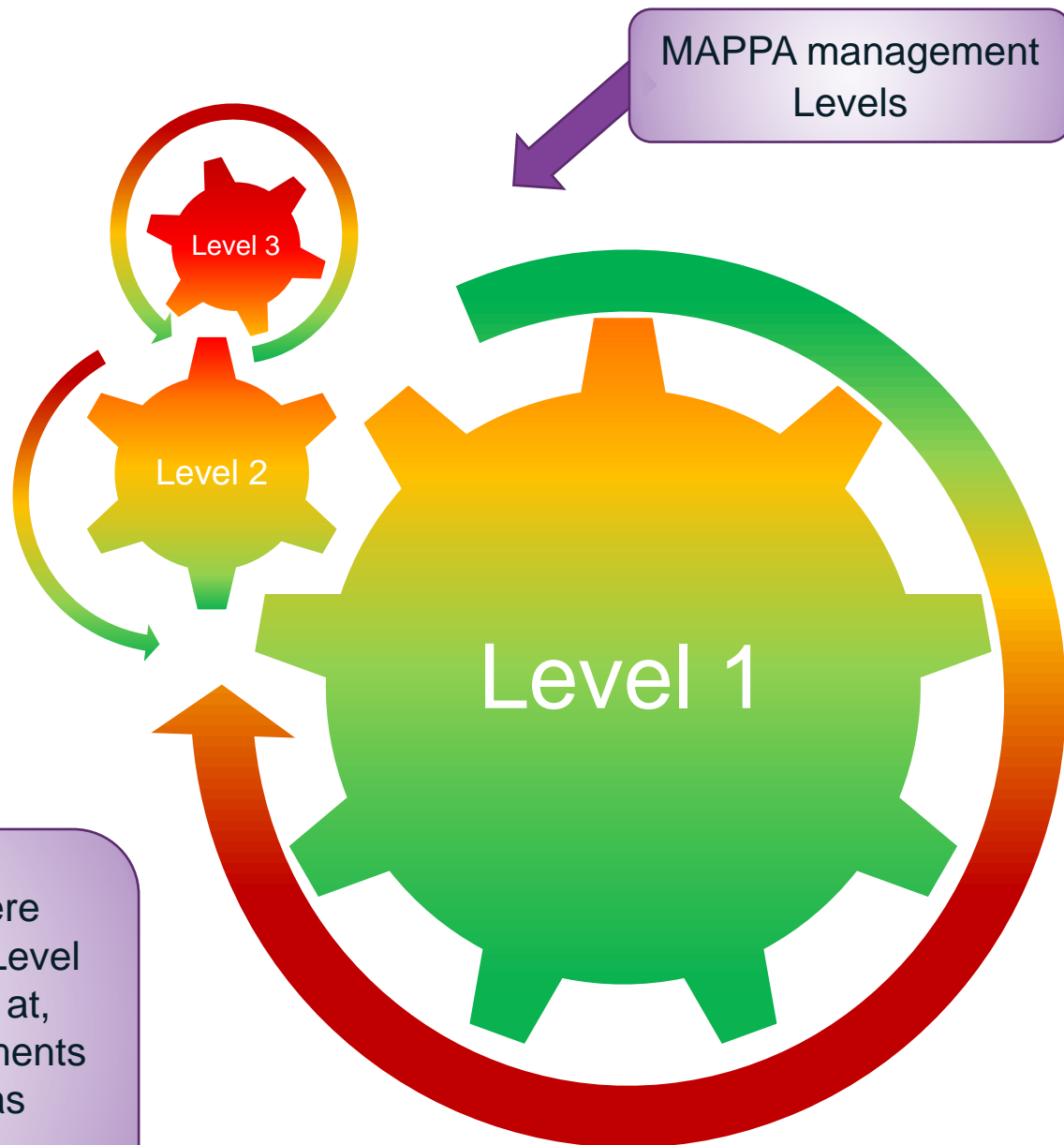
<p><b>There are 4 Categories of offenders that are MAPPA eligible</b></p>	<p><b>There are 3 Levels of management depending on what is needed to manage an individual's risk</b></p>		
<p><b>Category 1:</b> <u>Offenders Subject to Notification Requirements</u></p>	<p><b>Level 1</b> Multi-agency support for Lead Agency risk management with information sharing <b>Most MAPPA cases are managed at Level 1</b></p>	<p><b>Level 2</b> Multi-Agency Meetings, active involvement of more than one agency (outside of PS, Police and Prisons) to manage the individual</p>	<p><b>Level 3</b> Multi-Agency meetings and extra resources, the '<b>Critical Few</b>' including Critical Public Protection Cases (CPPC)</p>
<p><b>Category 2:</b> <u>Violent Offenders and Other Sexual Offenders (non-registered) who are sentenced to 12 months or more in custody (immediate or suspended) or detained under a hospital order</u></p>	<p><b>Level 1 management does not mean the individual is low or medium risk</b></p> <ul style="list-style-type: none"> <li>Level 1 cases can be high risk, providing the Lead Agency can sufficiently manage the risk</li> <li>Multi-agency input is still required, but there is no need for formal MAPPA meetings</li> </ul> <p>The Lead Agency will have sufficient powers to manage the case effectively, but:</p> <ul style="list-style-type: none"> <li>Information sharing with other agencies is still required</li> <li>Professionals meetings should still take place</li> </ul>	<p>Cases should be considered for Level 2 management where:</p> <ul style="list-style-type: none"> <li>Formal multi-agency oversight at a more senior level would <b>add value</b> to the management of an individual's <u>RoSH</u></li> </ul> <p><b>And at least one of the below:</b></p> <ul style="list-style-type: none"> <li>The individual is assessed as posing a <b>high or very high risk of serious harm</b></li> <li>The case requires <b>active involvement and co-ordination of interventions</b> from other agencies to manage <u>RoSH</u></li> <li>The case was <b>previously managed at Level 3</b> but no longer requires Level 3 management</li> </ul>	<p>Cases must at least meet the criteria for Level 2, <b>and</b></p> <ul style="list-style-type: none"> <li>Require <b>senior oversight</b> from Responsible Authority and Duty to Cooperate agencies</li> </ul> <p>This may be because:</p> <ul style="list-style-type: none"> <li>There is a perceived <b>need to commit significant resources at short notice</b></li> <li>High likelihood of <b>media scrutiny or public interest</b></li> <li>A need to <b>ensure public confidence in the criminal justice system</b> is preserved</li> </ul>
<p><b>Category 3:</b> <u>Other Dangerous Offenders who pose a high risk of serious harm (RoSH) but do not qualify for Category 1 or 2</u></p>	<p>The Risk Management Plan will be significantly robust enough to manage identified risks:</p> <ul style="list-style-type: none"> <li><b>No barriers</b> to the implementation of multi-agency actions that cannot be resolved via line management</li> <li>Such barriers would require a referral to Level 2 or 3</li> </ul> <p><b>A referral can be made at any time</b></p>	<p><b>Category 3 cases can only be managed at Level 2 or 3</b></p> <p>Responsible Officers must assess whether those convicted of offences outside the criteria for Category 1 or 2 require a multi-agency approach at Level 2 or 3 to manage their <u>RoSH</u>. In these instances a referral to Category 3 should be considered.</p> <ul style="list-style-type: none"> <li>Cases include <b>all non-MAPPA qualifying serial domestic abuse and stalking perpetrators</b>, as well as those convicted of <b>Terrorist Act or terrorist-related offences, Domestic Extremism offences, or Serious Group Offending</b></li> </ul>	
<p><b>Category 4: Terrorism, Terrorism Connected or Terrorism Risk Offender</b></p> <p><b>Automatic Category 4:</b> Convicted of relevant terrorism offence or offence with a terrorism connection as determined by the court</p> <p><b>Discretionary Category 4:</b> Offender must have either a conviction for any offence; or received a formal caution or reprimand/warning (if young person) for any offence; or been found not guilty of any offence by reason of insanity; or been found to be under a disability (unfit to stand trial) and to have done any act charged against them <b>and</b> the Responsible Authority believes that they may be, or become involved in terrorism-related activity. <b>Discretionary Category 4 offenders will be identified by Counter-Terrorism Police or the regional Probation Service Counter-Terrorism Network</b></p>			

# Thresholding

The task of managing offenders who pose a significant risk of causing serious harm is complex

Risk is dynamic, levels of management can **increase** and **decrease** according to activity required to deliver a robust risk management plan

Thresholding is the process where the Lead Agency decides what Level an offender should be managed at, considering the various requirements for management at each Level as well as offender risk and need



# Thresholding

- Thresholding needs to be considered whether you are dealing with someone who poses a risk of causing harm through domestic abuse, terrorism, sexual or violent offending
- There will be situations where you need to make measured judgements about how best to understand and respond to the risk
- **Regardless of how experienced you are, you should not be making these judgements alone**
- Practitioners discussing cases with each other, seeking advice and support and consultation with line managers should be something that happens regularly within and between agencies, regardless of the Level of MAPPA management
- Any Duty to Cooperate Agency can refer an individual for Level 2 or 3 management

# Four Categories of offenders that are MAPPA eligible

## Category 1

Offenders Subject to Notification Requirements: Sexual Offenders

## Category 2

Violent Offenders and Other Sexual Offenders who are sentenced to 12 months or more in custody (immediate or suspended) or detained under a hospital order (non-registered)

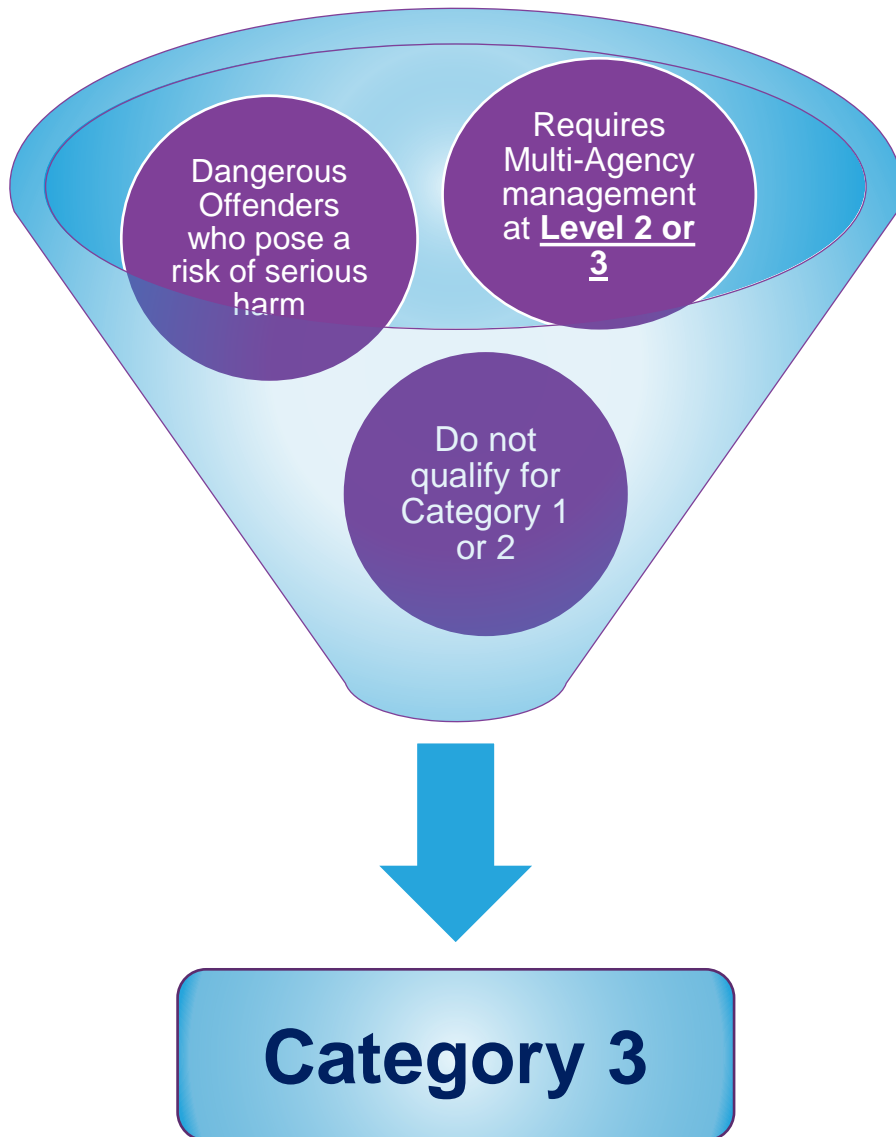
## Category 3

Other Dangerous Offenders who pose a high risk of serious harm (RoSH) but do not qualify for Category 1 or 2

## Category 4

Terrorism, Terrorism Connected and Terrorism Risk Offenders

# Category 3 – Other Dangerous Offenders



## To be registered as a MAPPA Category 3 offender:

(a) the person must have either:

- 🕒 a conviction for any offence (current or historic, within the UK or abroad); or
- 🕒 received a formal caution (adult or young person) or reprimand/warning (young person) for any offence; or
- 🕒 been found not guilty of any offence by reason of insanity; or
- 🕒 been found to be under a disability (unfit to stand trial) and to have done any act charged against him or her;

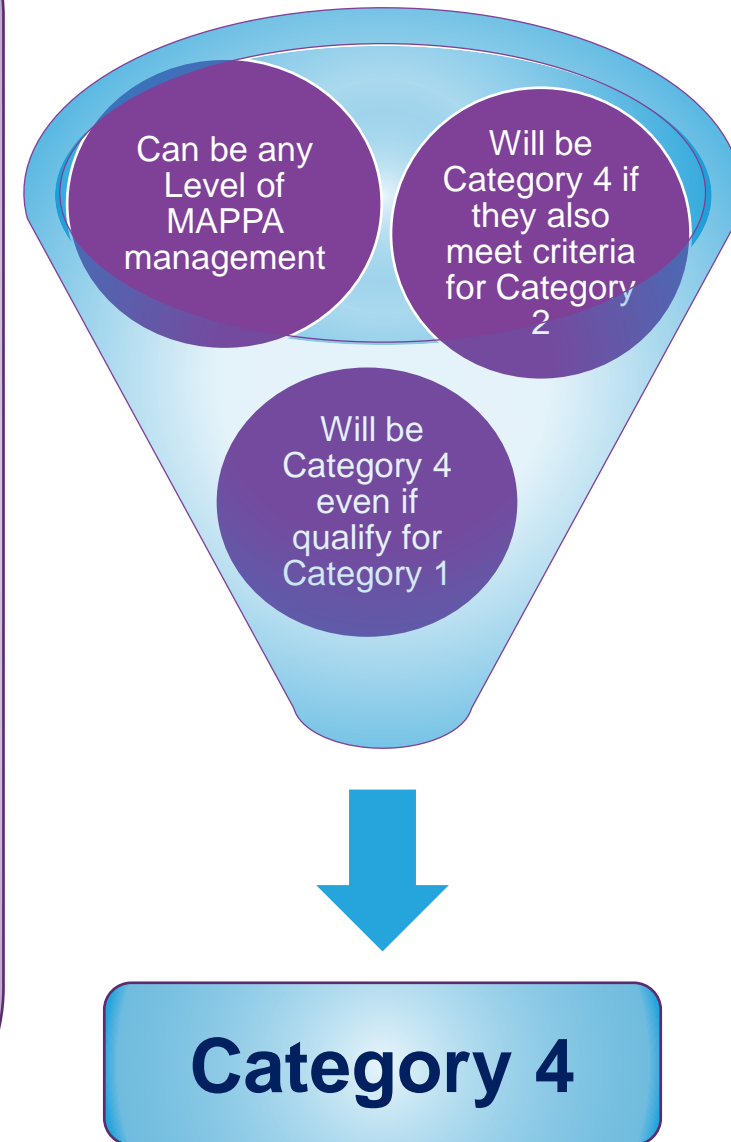
**and**

(a) the offence for which they received the disposal described in paragraph (a) above indicates that the person may be capable of causing serious harm to the public.

## A person falls within this category if:

- a. they are required to comply with notification requirements set out in Part 4 of the **Counter Terrorism Act 2008 (CTA 2008)**
  - b. they have been convicted of a terrorism or terrorism connected offence and received a qualifying sentence or disposal for that offence, i.e. imprisonment for 12 months or more, suspended sentence with a term of 12 months or more, or detention in youth detention accommodation for 12 months or more
  - c. they have received a hospital order (with or without restrictions) or guardianship order under the **Mental Health Act 1983** for a relevant terrorist offence with a maximum sentence of more than 12 months
- or
- d. they have committed an offence and may be at risk of involvement in terrorism-related activity (**Discretionary Category 4**)

## Category 4



# Automatic Category 4

## Terrorism Offence

- Subject to notification requirements under Part 4 of the Counter-Terrorism Act 2008 (CTA 2008)

## Terrorism Connected Offence

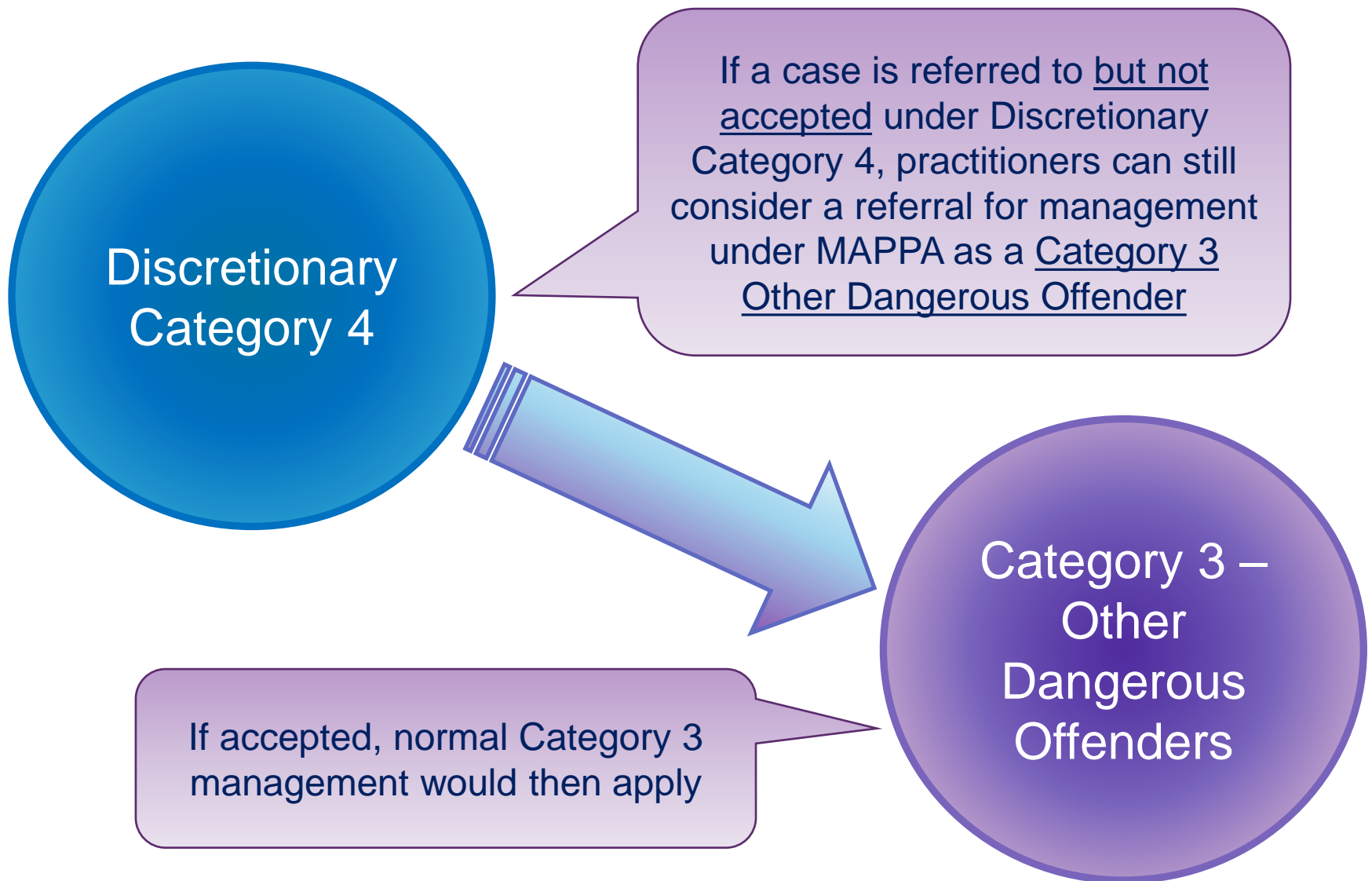
- An offence listed in Schedule 19ZA of the Criminal Justice Act 2003
- A corresponding service offence, or an offence with a terrorist connection
- An offence with a terrorism connection is one that the court has determined has been aggravated by having a terrorist connection under Section 31 of the CTA 2008 or the court has determined to have a terrorism connection under:
  - Section 69 of Sentencing Code
  - Section 238(6) of the Armed Forces Act 2006
  - Section 30 or 32 of CTA 2008



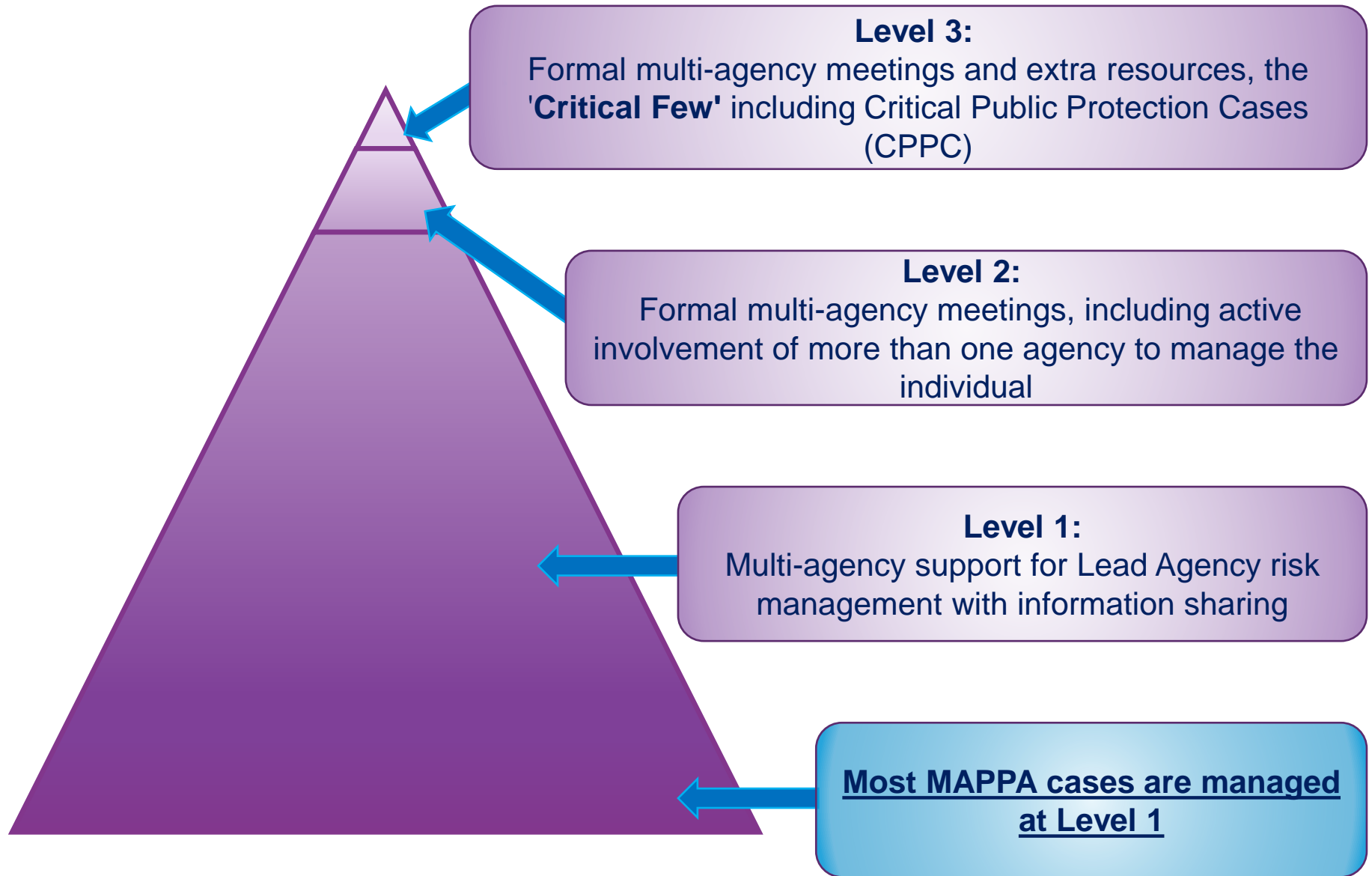
# Discretionary Category 4

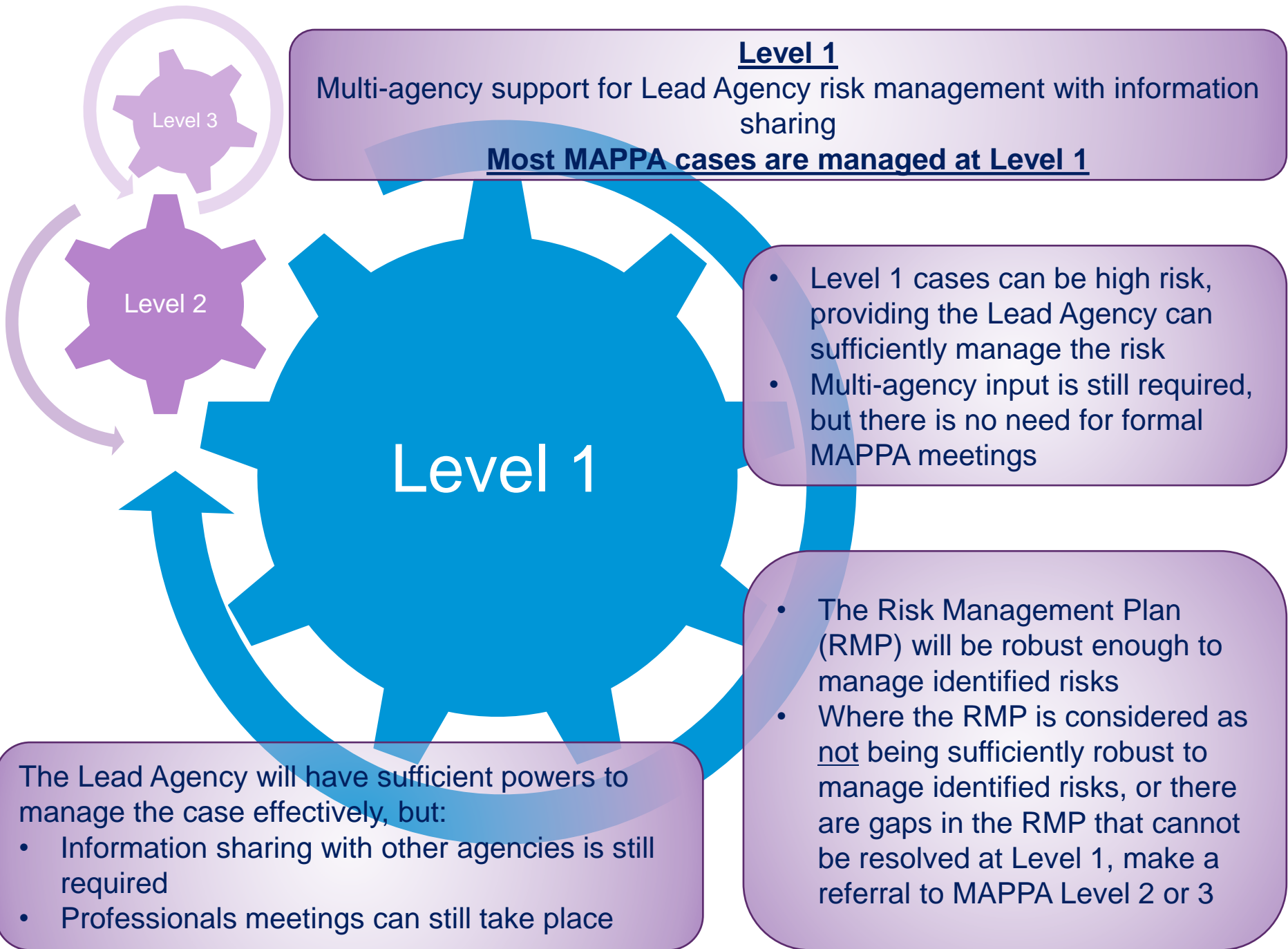
- Individuals considered for Discretionary Category 4 will be identified by **Counter-Terrorism Police** or the regional **Probation Service Counter-Terrorism Network**
- The Responsible Authority must believe that the individual may be, or may become involved in terrorism-related activity
- The risk does not have to relate to the offence for which they received the disposal
- The offence can be any offence, current or historic
- It does not have to be related to terrorism and may have been committed abroad

# Discretionary Category 4



# 3 Levels of MAPPA Management



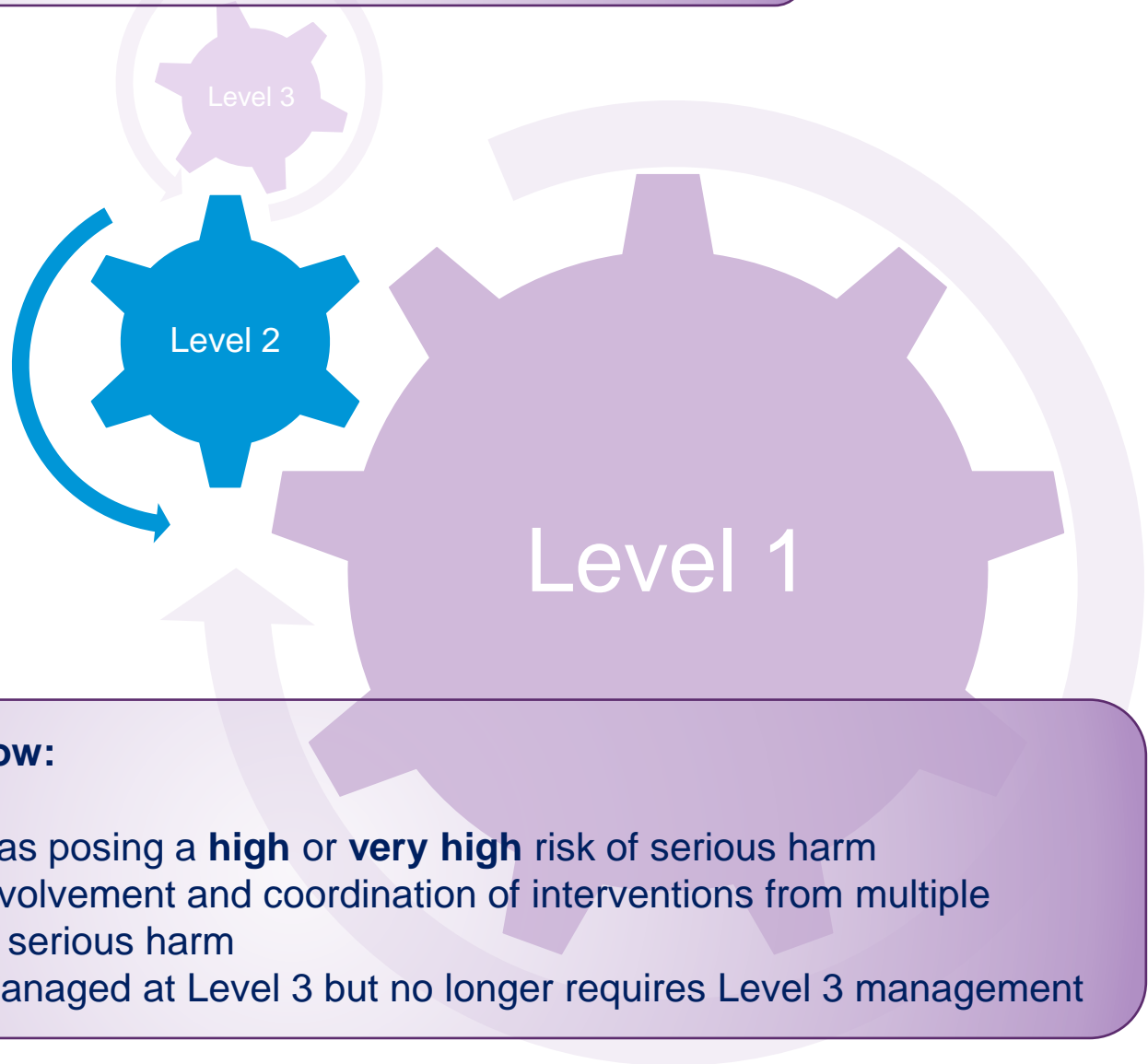


## Level 2

Formal multi-Agency Meetings, active involvement of more than one agency to manage the offender

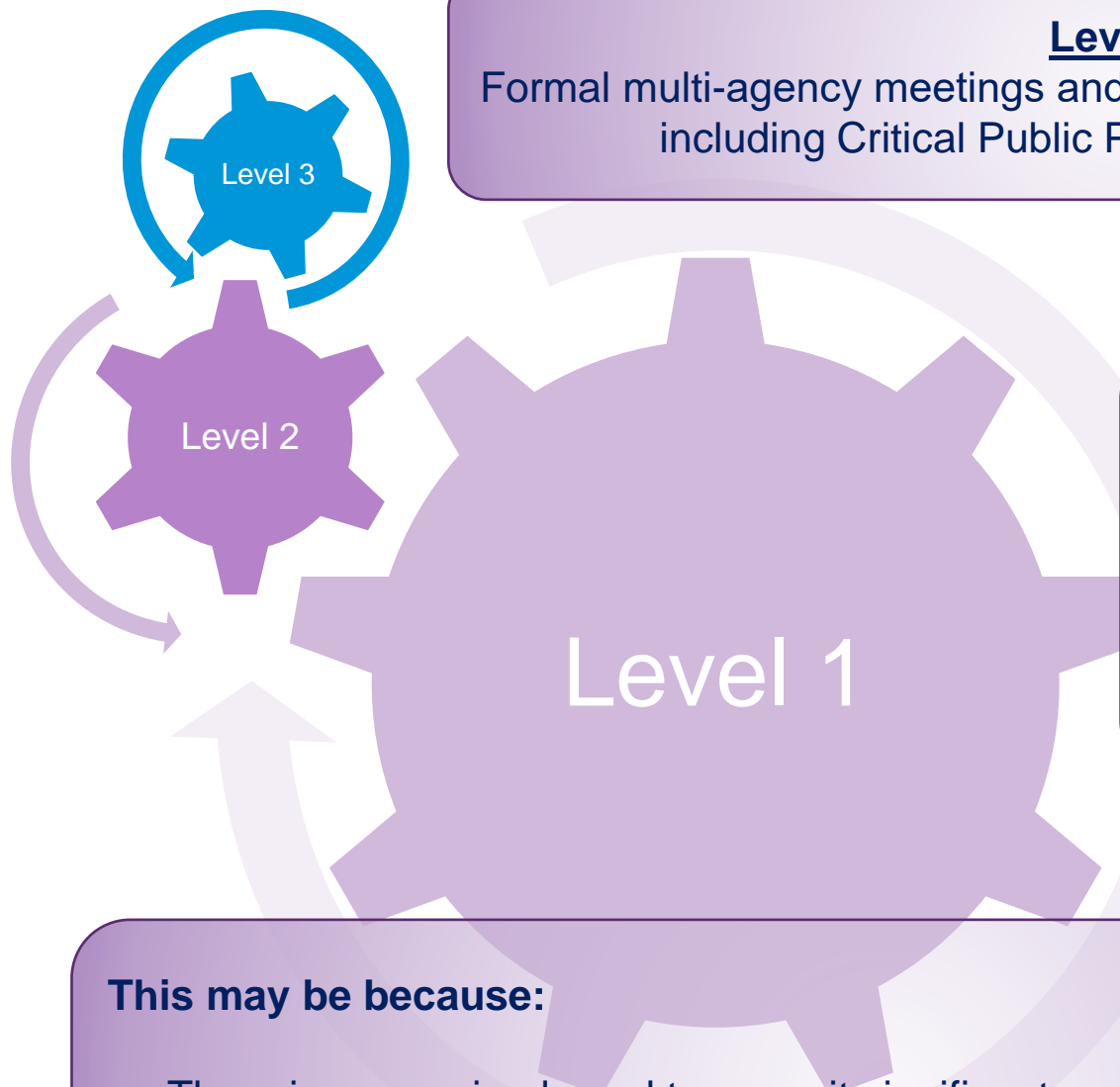
### Consider cases for Level 2 management where:

- Formal multi-agency oversight at a more senior level would add value to the management of an individual's RoSH



### And (at least one of) the below:

- The individual is assessed as posing a **high** or **very high** risk of serious harm
- The case requires active involvement and coordination of interventions from multiple agencies to manage risk of serious harm
- The case was previously managed at Level 3 but no longer requires Level 3 management



### Level 3

Formal multi-agency meetings and extra resources, the 'Critical Few' including Critical Public Protection Cases (CPPC)

**Cases must at least meet the criteria for Level 2, and:**

- Require senior oversight from Responsible Authority and Duty to Cooperate agencies

**This may be because:**

- There is a perceived need to commit significant resources at short notice
- High likelihood of media scrutiny or public interest
- A need to ensure public confidence in the criminal justice system is preserved



**Category 3 and Discretionary Category 4 cases can only be managed at Level 2 or 3**

Responsible Officers must assess whether those convicted of offences outside the criteria for Category 1 or 2 require a multi-agency approach at Level 2 or 3 to manage their RoSH.

In these instances, a referral to Category 3 should be considered.

Actively consider all high-risk non-MAPPA qualifying **serial domestic abuse** and **stalking perpetrators**, as well as those convicted of non-MAPPA qualifying **Terrorist Act** or **terrorist-related offences**, or those involved with **Serious Group Offending**



# MAPPA Case Scenarios



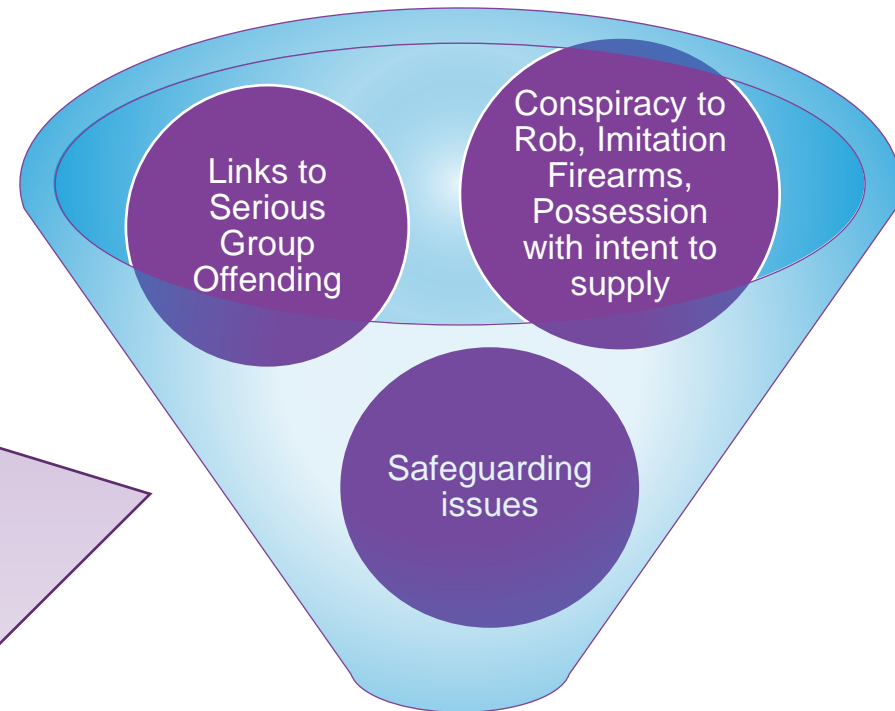


## Category 2 Individual

# MAPPA Case Scenario

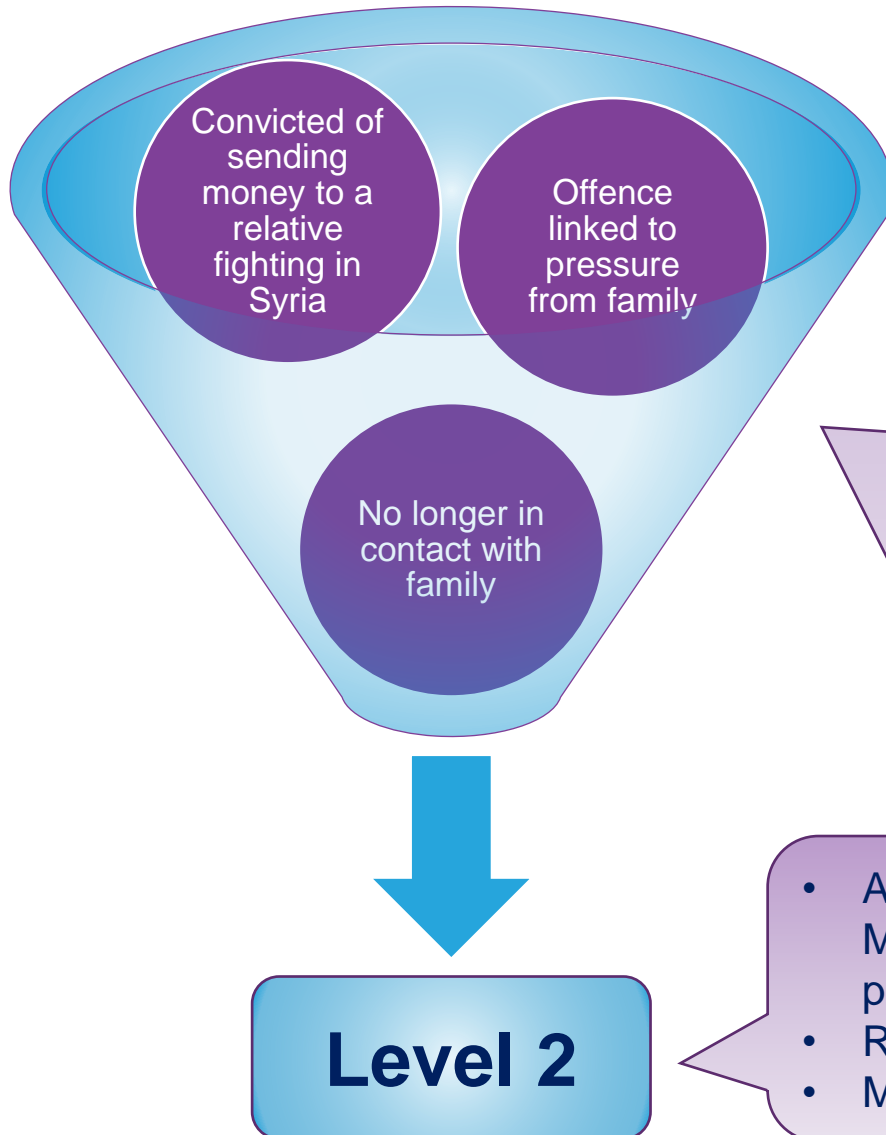
- A high risk, dangerous offender
- Ongoing issues with siblings and associations, and some safeguarding issues
- The Risk Assessment (RA) and RMP were out of date
- Lead agency reviewed RA and RMP and considered Level 2 management, but relevant agencies were communicating well and were working together with specialist workers. No one felt more formal meetings were needed
- Lead Agency updated RA and RMP, and did not identify barriers to implementing it
- Level 2 management would not benefit the management of the case

- Lead agency to keep management Level under review and make a referral to Level 2 or 3 if circumstances change or the case requires more formal involvement and coordination of interventions from other agencies to manage the presenting risks of serious harm



**Level 1**

# MAPPA Case Scenario



## Category 4 Individual

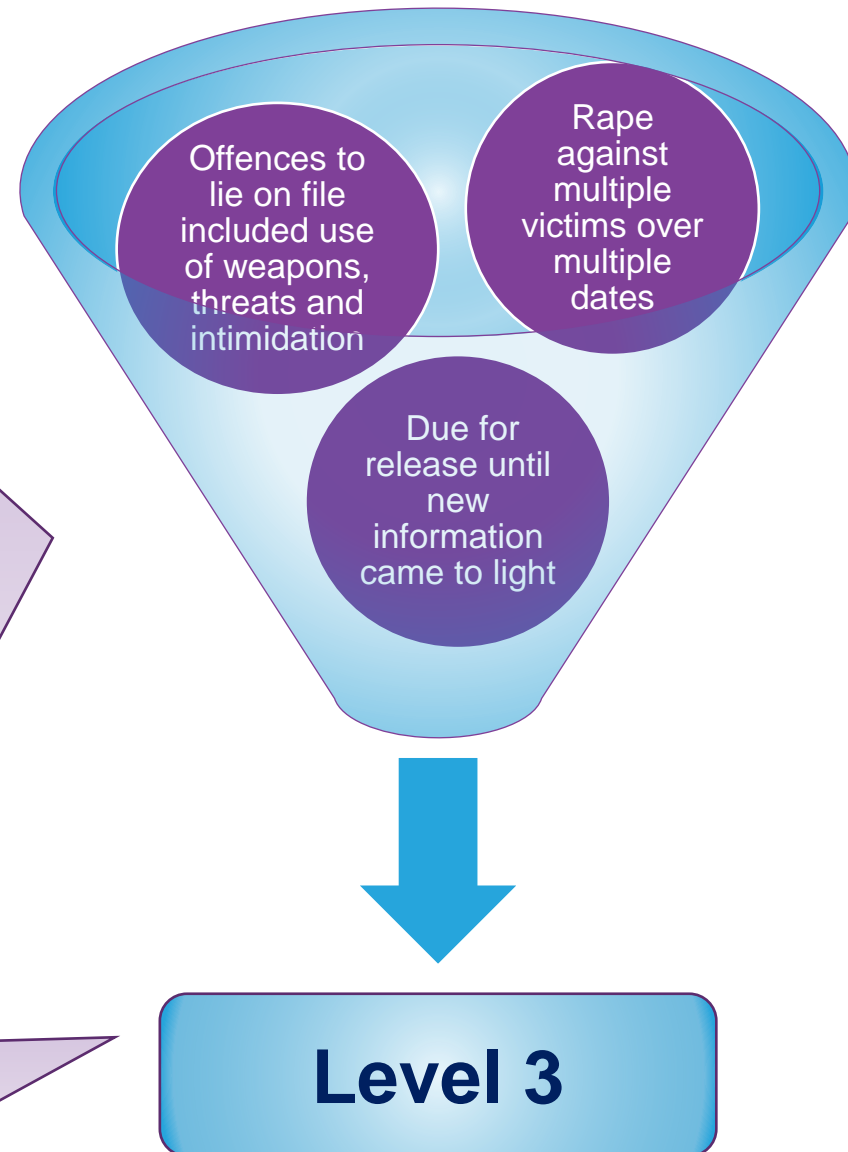
- Individual was managed at Level 3 on release
- Committed offence under pressure from family but ceased contact with family during prison sentence
- Completed Healthy Identity Intervention and worked with Psychologist and Theologian
- Has been compliant in prison and made good progress in resettling
- Been on licence in the community for more than 12 months
- Probation needed access to intelligence from other agencies to investigate any further risk whilst in the community

- All MAPPA agencies agreed that the Risk Management plan was effectively managing the present risk
- Risk of Serious Harm level reduced
- MAPPA management Level reduced to Level 2

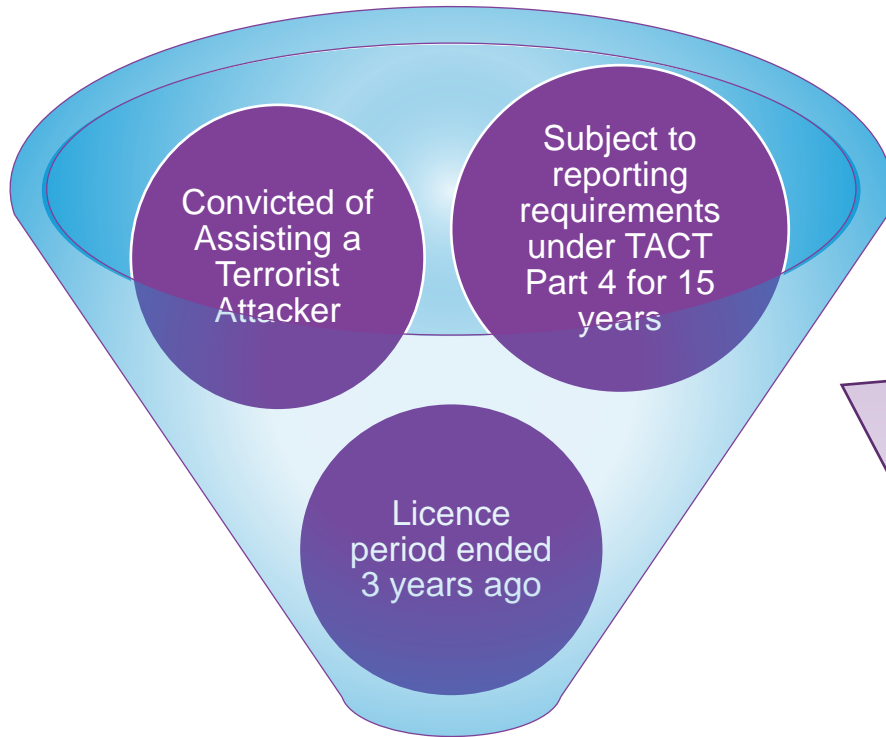
## Category 1 Individual

- Dangerous individual with historical domestic abuse offences
  - Received an Extended Determinate Sentence (EDS)
  - Parole Board halted release due to new information that suggested he was a risk to others and himself
  - Due to be released automatically at the end of his custodial period, as per EDS
  - Limited offence-focused work had been carried out to address domestic abuse within relationships
  - Victims felt they had not been given sufficient opportunities for their views to be taken into consideration, and were not involved in the Victim Contact Scheme
- 
- Such complexities and very the high risk of harm in the case meant there was a potential need to commit significant resources at short notice once released, and a need to ensure public confidence in the criminal justice system was maintained

## MAPPA Case Scenario



# MAPPA Case Scenario



**Level 1**

## Category 4 Individual

- Individual has not had any further convictions since index offence of Assisting a Terrorist Attacker, 10 years ago
- Individual is settled in steady accommodation with no issues relating to housing
- Currently in stable employment
- Police are the only agency actively involved
- Individual assessed as Low Risk of Serious Harm

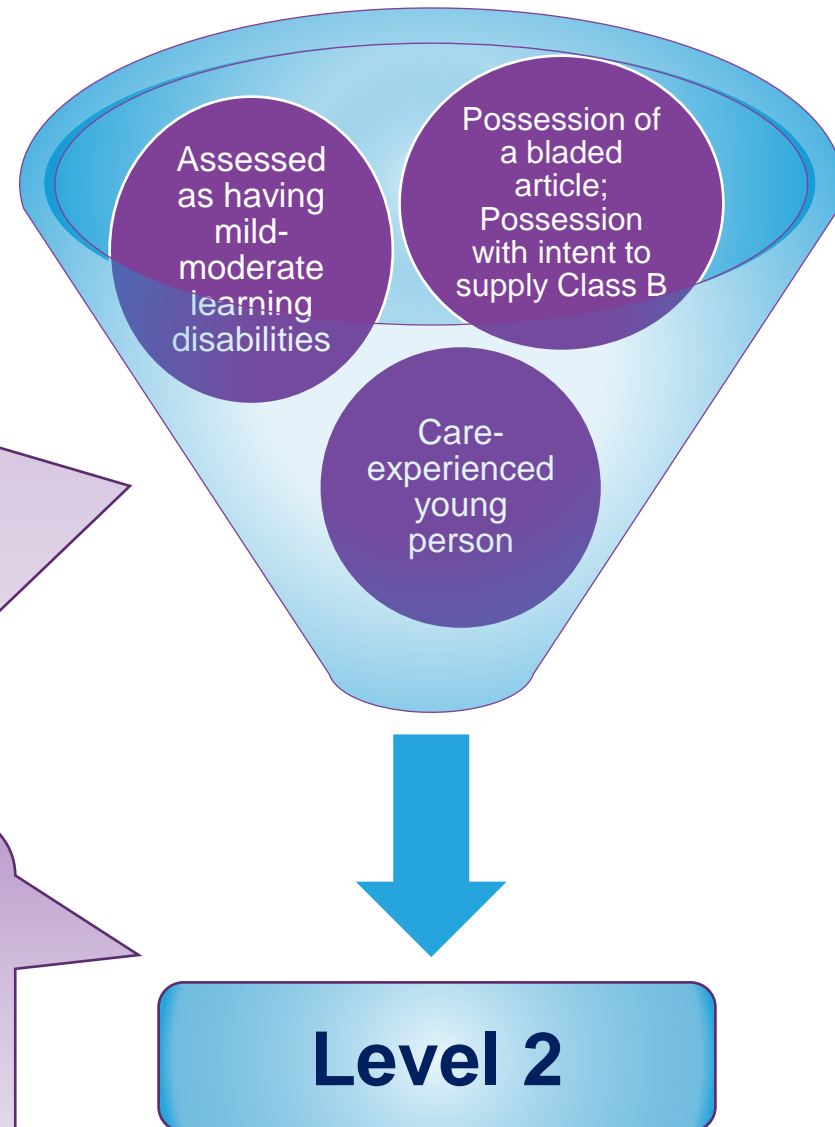
- Only one agency (Police) actively involved, so little to be added by multi-agency conferencing
- Risk of Serious Harm assessed as Low
- Case can be managed at Level 1 with regular risk reviews by Police

## Category 3 – Youth to Adult Transfer

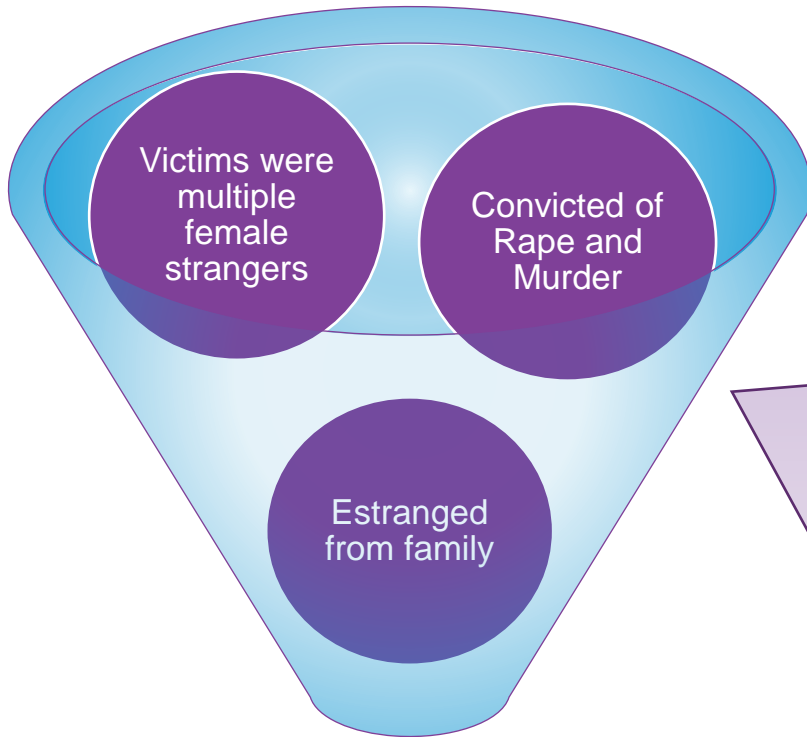
# MAPPA Case Scenario

- 17 years and 9 months old, about to transfer from the Youth Offending Service to Probation
- Has been assessed as posing a high risk of serious harm, and there are concerns about serious group offending
- Has a history of possession of offensive weapons and violence, with lots of convictions from a young age
- There are also some vulnerability concerns and issues with substance misuse
- Currently managed under a multi-disciplinary Risk and Vulnerability Panel, which will cease once transferred
- Will need extra support due to additional learning needs and care experience

- Despite not being automatically referred into MAPPA under Category 1 or 2, a referral to Category 3 Level 2 was required due to the individual's range of complex needs, the concerns about risk, and the need for more senior oversight due to no longer being managed under the Risk and Vulnerability Panel



# MAPPA Case Scenario



## Category 1

- Serious offences which attracted very high national media attention at the time
- Parole Board decided to release, which reignited fresh media interest in the case
- Significant risk of community reprisals
- Victims and victims' families were deeply upset by the prospect of release and were actively giving press interviews
- Minister and local MP expressed concerns about the release
- Time in prison was uneventful, had undertaken offending behaviour programmes and was on Enhanced IEP (Incentives and Earned Privileges)
- No community or family support available to individual on release

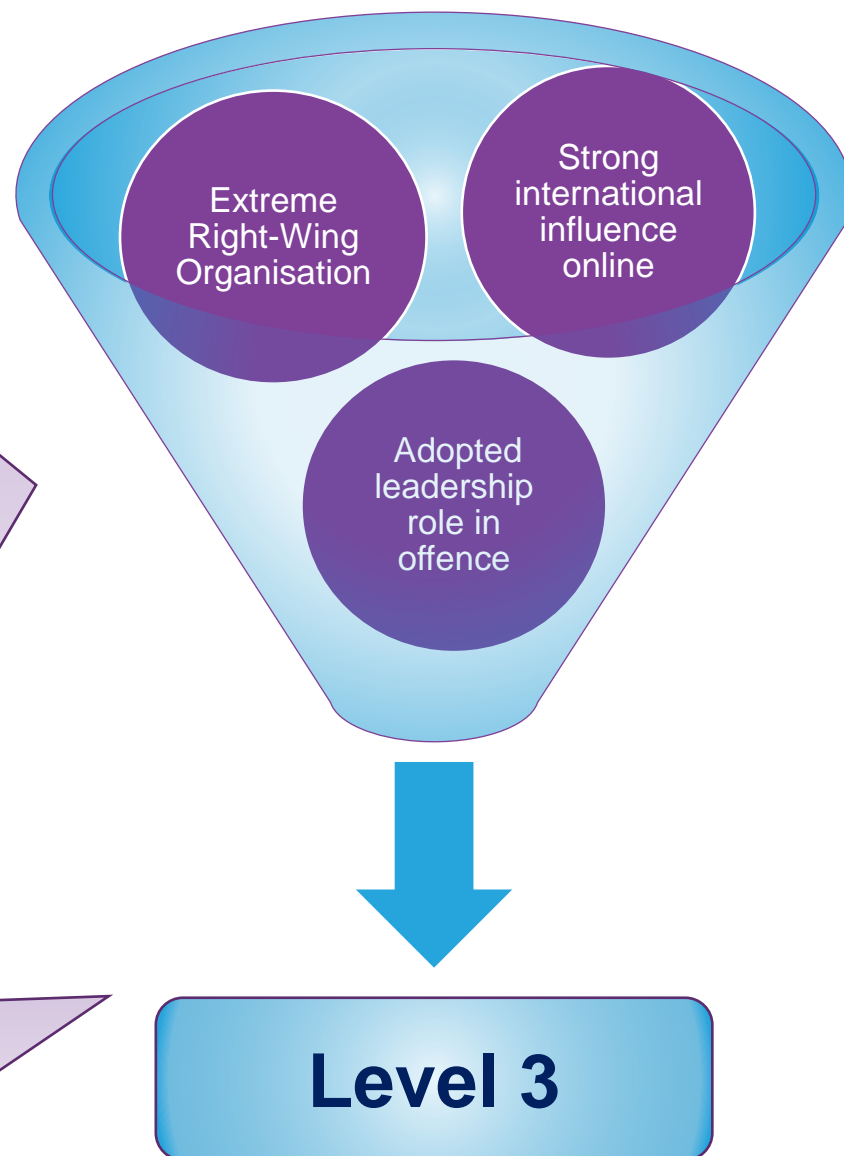
- There was a need to manage the risks posed *by* the individual as well as *to* the individual, a need to get the balance right, and a requirement to commit significant resources at short notice
- Offender was a Critical Public Protection Case (CPPC) due to the high level of public and political interest

## Category 4 Individual

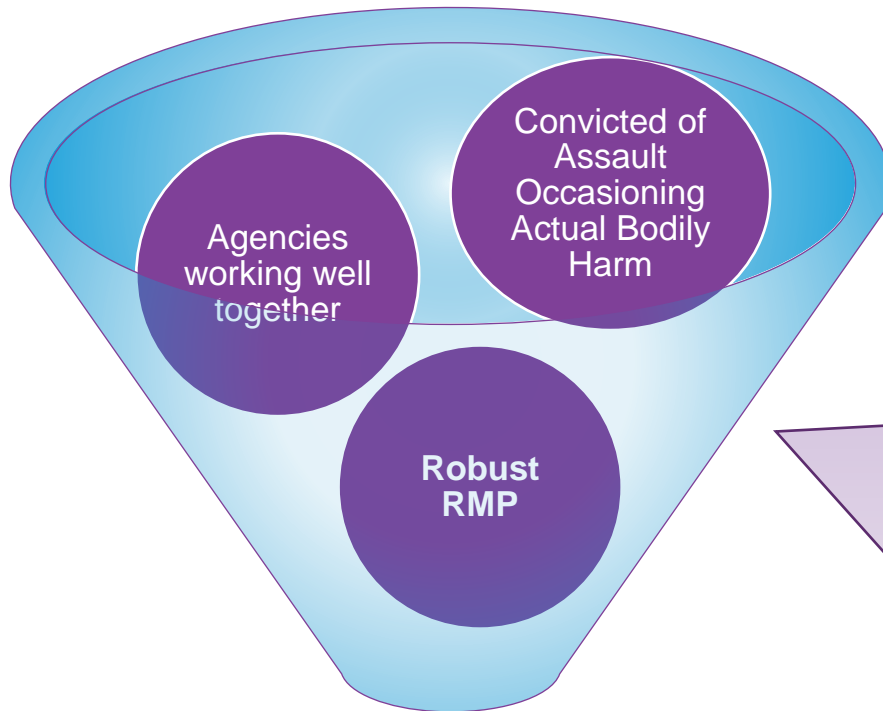
- Individual was convicted of Membership of Proscribed Extreme Right-Wing Organisation
- Evidence from time in prison showed they remained in contact with other group members through illicit phones
- Has been coordinating racist attacks on other prisoners
- Individual always polite to professionals but refuses to discuss their ideology
- Lead Agency assessed individual as Very High Risk of Serious Harm through radicalising and inspiring violence

- Risk assessed as Very High
- Individual refuses to take part in discussions about ideology which might enable change and reduction in risk
- Multi-agency conferencing at a senior level required, decision was made for individual to be managed at Level 3

## MAPPA Case Scenario



# MAPPA Case Scenario



**Level 1**

## Category 2 Individual

- Information exchanged between agencies via professionals' meetings
- MAPPA screening completed and Level 2 considered
- No complexities / gaps in the RMP which required more senior oversight
- All agencies worked well together and were confident they could deliver their elements of the RMP
- No specific issues that required enhanced multi-agency involvement or risk assessment / management beyond what could be effectively achieved at Level 1

- Dynamic risk factors continue to be actively monitored and management level will be reviewed by the lead agency
- A referral to MAPPA Level 2 would be made if required by the Lead Agency

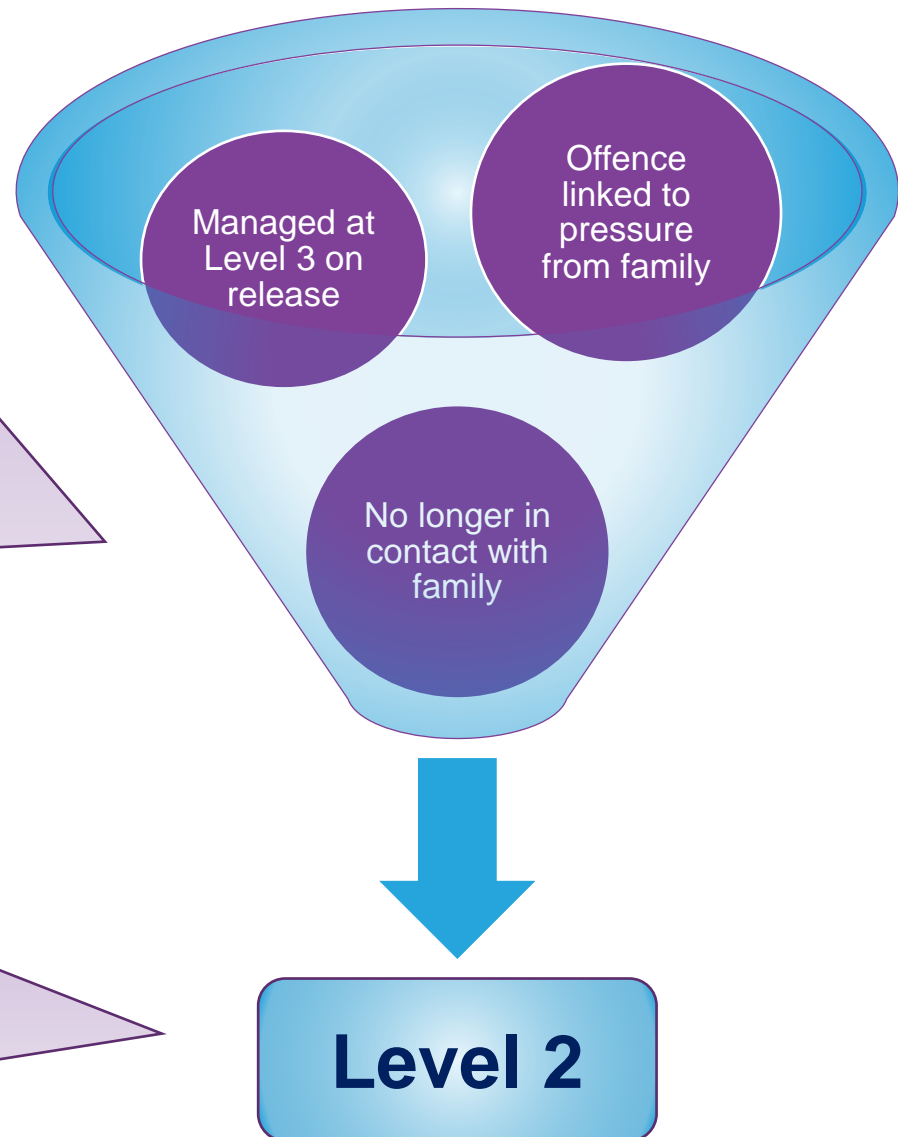


## Category 4 Individual

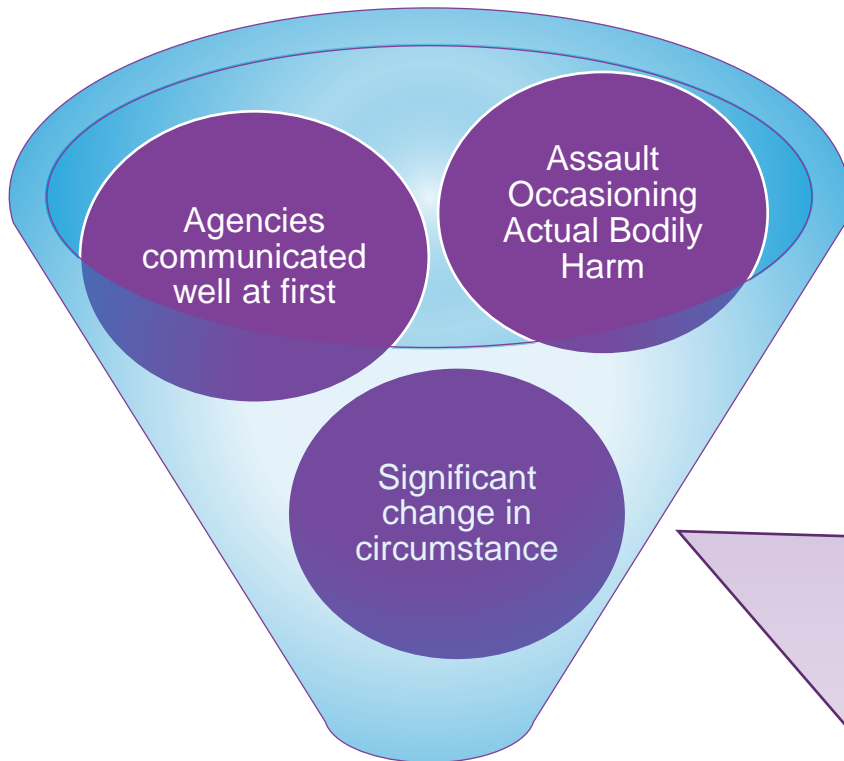
- Individual was convicted of sending money to a relative fighting in Syria
- Offence committed whilst under pressure from family members
- Individual has since ended contact with said family members during prison sentence
- Completed Healthy Identity Intervention and worked with Psychologist and Theologian
- Has been compliant in prison and made good progress in resettling

- All MAPPA agencies agreed that the Risk Management plan was effectively managing the present risk
- Risk of Serious Harm level reduced
- MAPPA management Level reduced to Level 2

## MAPPA Case Scenario



# MAPPA Case Scenario



~~Level 1~~  
**Review Level**

## Category 2 Individual

Initially assessed as Level 1, but changes prompted an active review of dynamic risk factors and management Level:

- Offender stopped engaging with Probation pre-release and was not cooperative during visit
- They were resistant to staying in an AP, expressed hostility towards Probation Practitioners in the local area
- Stated that they would rather be back in prison than on licence. Little motivation not to offend
- It was agreed that exclusion zone should be sought away from the local area to provide extra protection for victims
- Suitable AP that met their needs and ensured victim safety was yet to be found

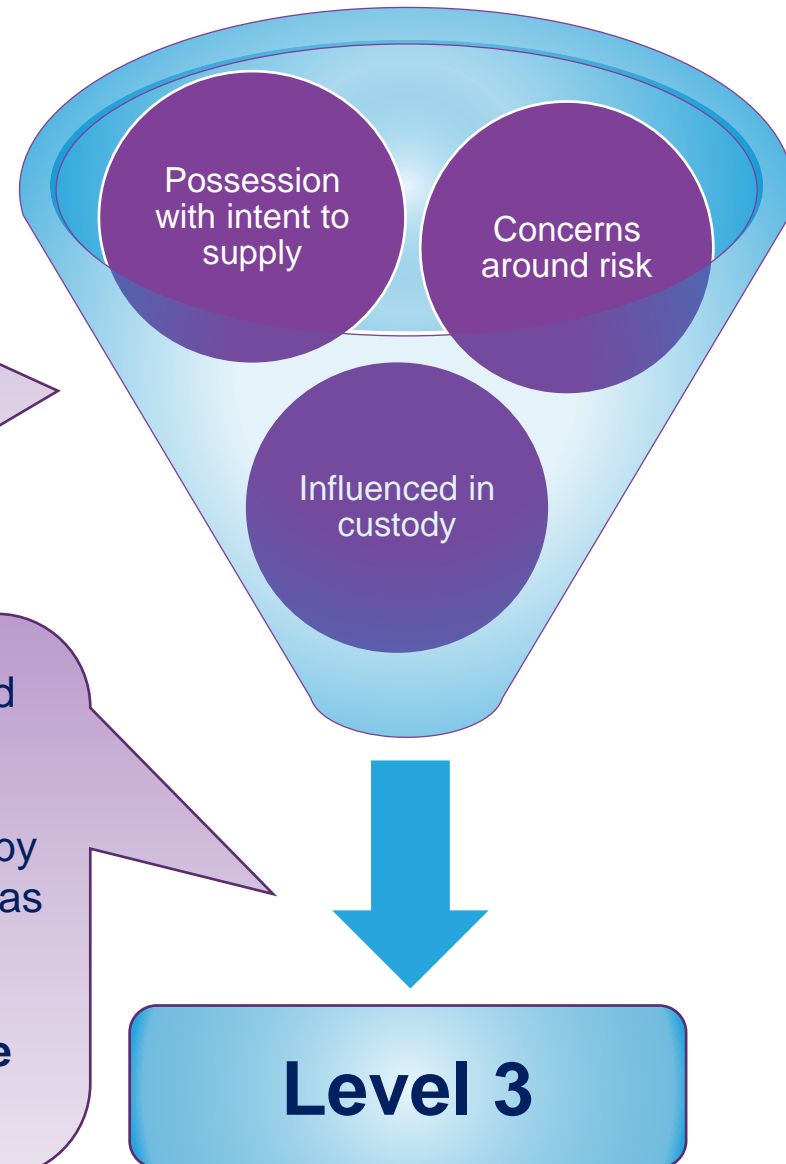
- Such new complexities in the RMP required more senior oversight, and a referral to **MAPPA Level 2** was made by the Lead Agency and accepted

## Discretionary Category 4 Individual

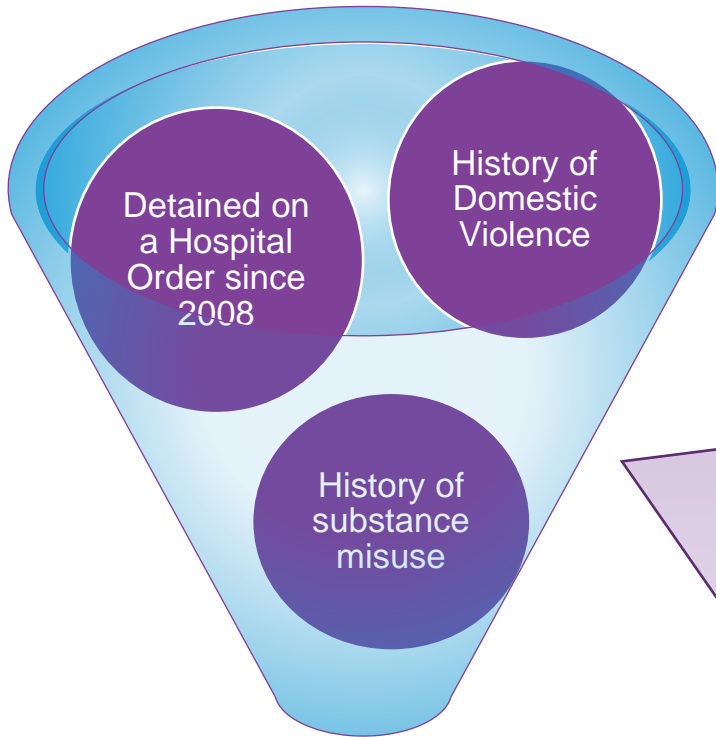
- Individual was convicted and sentenced to custody for Possession with Intent to Supply
- Evidence from time in prison showed growing association with known terrorist offenders
- Expressed views and demonstrated behaviours in prison that led to serious concerns about a risk of extremist offending considered to pose a direct threat to national security

- Concerns led to decision that case should be triaged to NSD and referred for MAPPA Category 4 consideration
- After triaging, it was decided it should be managed by Probation Service National Security Division (NSD) as a Discretionary Category 4 MAPPA nominal
- **Discretionary Category 4 Individuals can only be managed at Level 2 or Level 3**

## MAPPA Case Scenario



# MAPPA Case Scenario



**Level 2**

- Index offence of Assault Occasioning Actual Bodily Harm led to a Section 37/41 Hospital Order with restrictions
- Offending potential linked to substance misuse and domestic abuse
- History of issues with compliance and responsiveness to treatment
- Breakdown in therapeutic relationship with staff in previous hospital setting, where he threatened numerous clinicians
- Reported a new romantic relationship with his support worker who he would like to move in with
- He would like access to his daughter from a previous relationship where the ex-partner was the victim of domestic violence from him
- The ex-partner lives in the area he wants to move to and is fearful of him

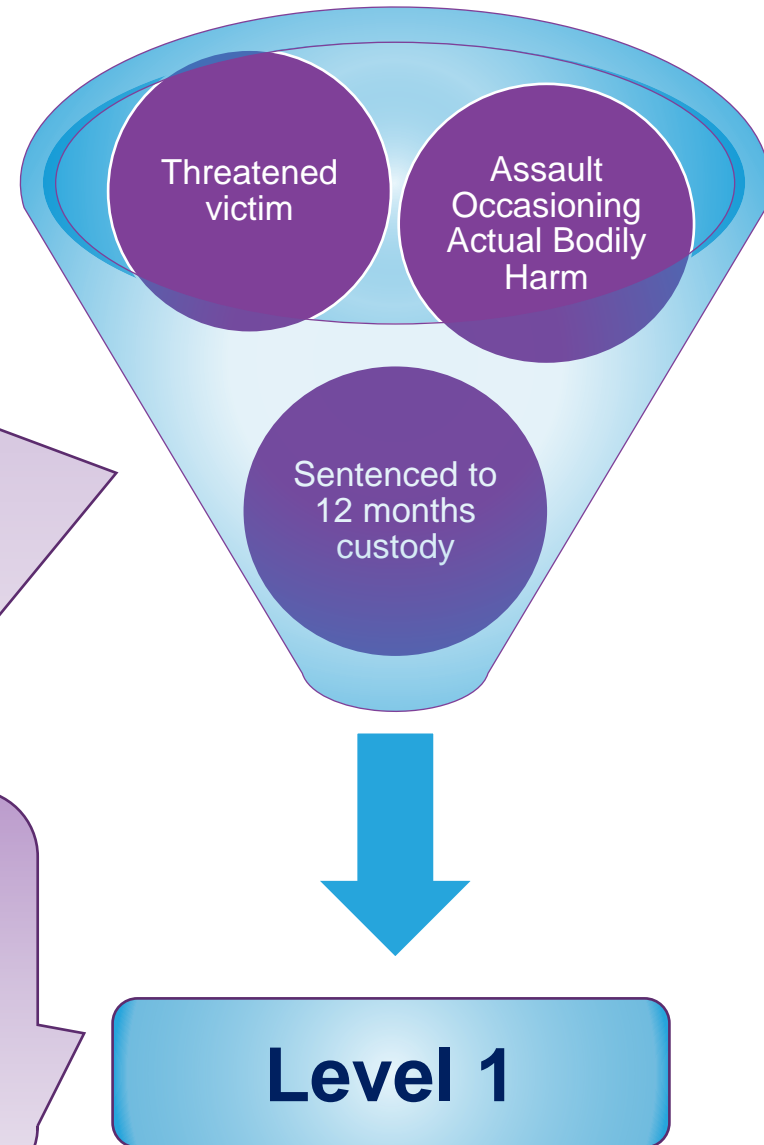
- Conditionally discharged to an independent flat
- Remained at Level 2 due to concerns for his ex-partner and their daughter, and that he was in a new, untested relationship, and had potential to misuse substances
- Need to coordinate robust disclosure with the police and provide support to new partner

## Category 2 Individual – Domestic Abuse

- Whilst in custody, individual received adjudications for accessing a mobile to make threats to victim
- Probation Practitioner informed of threats, and referred to local MARAC as a 'repeat incident' following previous discussions held around original behaviour
  - MARAC coordinates police safeguarding measures at release
- Victim is supported by Independent Domestic Violence Advisor (IDVA)
- Level 2 management considered but given co-ordination agreed by MARAC which fed into robust RMP, including restrictive Licence conditions and Approved Premises placement, and no-one else identified as being at risk, it was agreed that Level 1 was most appropriate

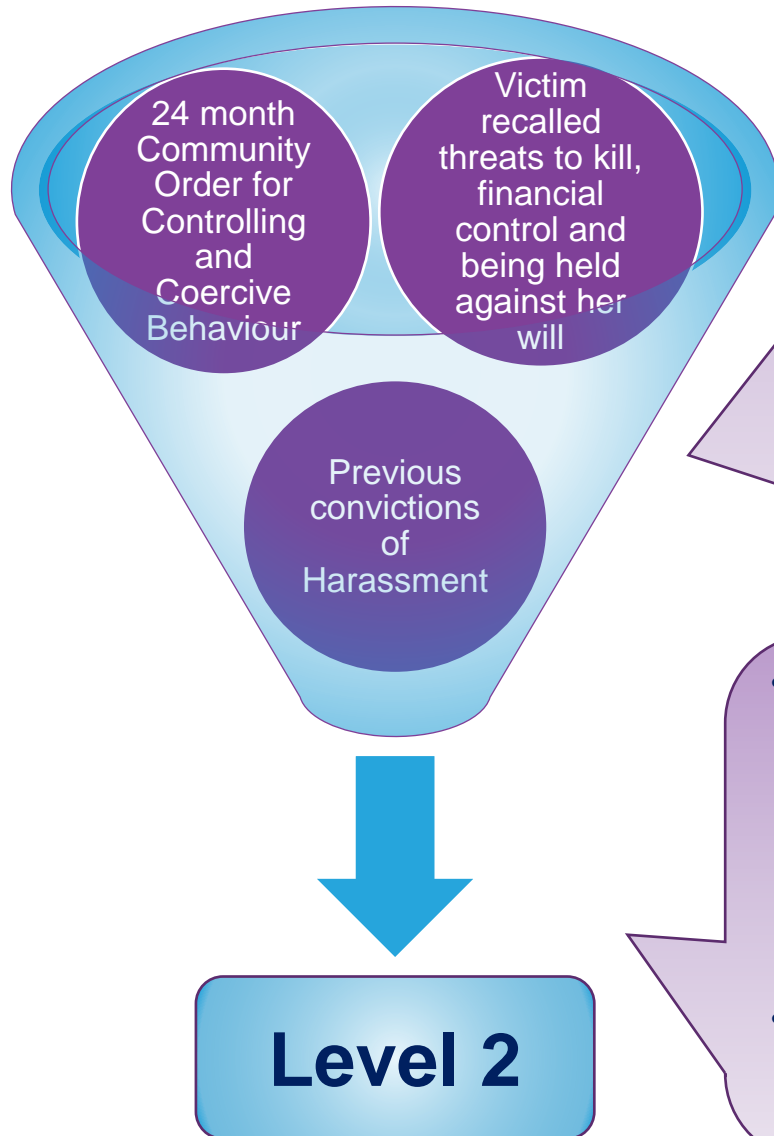
- A referral to Level 2 will be completed if the Probation Practitioner feels that partnership agencies' involvement needs more direct coordination, and if risk factors (e.g., substance misuse and mental health) are identified as an increased concern through Approved Premises and Probation Practitioner monitoring
- IDVA will remain a key partner in management arrangements, regardless of MAPPA Level

## MAPPA Case Scenario



# MAPPA Case Scenario

## Category 3 Individual – Intimate Partner Stalking



- Assessed as high risk of harm in Pre-Sentence Report due to a history of domestic abuse incidents within previous relationships
- Offender struggled with mental health, diagnosed with depression and prescribed medication but currently not taking it as undergoing counselling
- Probation Practitioner noted an increase in the individual's fixation on the victim and the support network, accusing them of setting him up
- Social Services report sightings of the individual outside houses of friends of the victim, and outside the victim's child's school
- **Stalking Typology: Rejected** ([Henley, Underwood & Farnham, 2020](#))

- Given immediate concerns, a referral to MAPPA Category 3 was made to coordinate support for Police to share current and historical information, for an accurate risk assessment, and for implementation of further victim safeguarding measures, including involving a Stalking Advocate to work with victim and consulting with the school to inform Risk Management Plan
- Managed at Level 2 to encourage support from other services, including Mental Health. Case monitored for issues that may require escalation to Level 3

## Category 3 Individual - Stalking

# MAPPA Case Scenario

- Index offence is stalking of a woman with whom the offender was hoping to have a sexual relationship but the victim was not interested
- Clear pattern of concerning, risky behaviour with a potential to escalate to physical harm to victims
- Previous physical harm to victims when rejected and unable to cope
- Behaviour had been repeatedly perpetrated over several years: he was assessed as high risk of serious harm to the public, especially women, as previous controls have had little impact on his behaviour
- Remanded in prison awaiting trial for breaching a Restraining Order by visiting the victim's flat again, causing the victim further fear and distress
- **Stalking Typology: Incompetent Suitor / Intimacy Seeker** ([Henley, Underwood & Farnham, 2020](#))

- Referral to Level 2 was necessary to ensure all statutory agencies worked together to develop an effective multi-agency strategy to manage the offender's risk upon future release back to the community
- Stalking Advocate employed to work with the victim to help safeguarding measures and inform the Risk Management Plan

