

North Yorkshire MAPPA

Public Protection through Partnership

Annual Report 2015-16



National
Probation
Service



Contents

Foreword	Page 4
National Probation Service North East Public protection - a priority	Page 5
What is MAPPA	Page 6
How MAPPA works	Page 7
Critical friend	Page 8
Power in partnerships	Page 9
MAPPA e-learning goes live	Page 10-11
Working together to manage domestic abuse	Page 12
New civil orders introduced	Page 13
Statistics	Page 14-15
Explanation commentary on statistical tables	Page 16-17
Contact	Page 18



Foreword

It is with great pleasure that we present the fifteenth annual report of the York and North Yorkshire Multi Agency Public Protection Arrangements - or MAPPAs as it is more commonly known.

In the last fifteen years MAPPAs has gone from strength to strength to become the established framework for the management of sexual and violent offenders. Strong partnership working and proportionate and defensive information sharing, which not only safeguards victims but contributes to well managed resettlement of offenders back into the community, being our key strengths.

Last year we focused on looking at the various tools that we have available to assist in the management of sexual and violent offenders. This year we are expanding on that and also focusing on our successes and we hope that you will find the report informative and interesting.

Key achievements

We are pleased to report that the Active Risk Management System (ARMS) has now been fully launched by police and probation and provides, for the first time, a consistent approach to assessing the dynamic risk of adult male sex offenders.

In November 2015 the MAPPAs e-learning programme was launched and is available for all agencies to use.

In March 2015, the reform of civil orders used to assist in the management of sexual and violent offenders came into effect nationally. North Yorkshire Police led the way in obtaining the first ever Sexual Risk Order.

In 2014 probation supervision was extended for the first time to offenders released from prison sentences of 12 months (some 50,000 people nationally each year) and since May 2015 probation services (Community Rehabilitation Companies) have provided offenders with resettlement services whilst in prison in anticipation of their release. CRC operated as companies in public ownership until 10 February 2015, when they transferred to eight alternative providers. In the North Yorkshire, Humberside and Lincolnshire area the partnership provider is Purple Futures, an Interserve led company.

In recommending this report to you we would like to thank all those involved locally in working with MAPPAs and in maintaining the high professional standards and effective collaboration that we have now come to expect in York and North Yorkshire.

*Louise Johnson
Chair
MAPPAs North Yorkshire
Strategic Management Board*



National Probation Service North East

Public protection - a priority

2015/2016 has been another year of change for the National Probation Service (NPS). Public protection has continued to be delivered through the very strong, positive partnership work guided by the MAPPA Strategic Management Boards in all North East (NE) areas in the Division.

National developments are coming to fruition through the dynamic process embedded within the NPS of E3 - Excellence Efficiency and Effectiveness. E3 is a national programme of organisational change to ensure consistent processes and service delivery throughout England and Wales and is led by the seven deputy directors in England and Wales and the deputy director responsible for Business Development.

Changes will include improvements in approved premises, which will see the introduction of Psychologically Informed Enabling Environments, along with dedicated key workers for all residents who will work in partnership with probation officers in the community.

The MAPPA website is now fully developed and in use. The website is regularly used by practitioners, who can also join the MAPPA community to share ideas with each other, in order to manage some of the most challenging offenders in society.

Other developments in MAPPA, including going forward, is a revision of MAPPA guidance, MAPPA eligibility and a review of ViSOR - which will focus on a consistent business model for NPS in the future; this will maximise the use of ViSOR wherever possible.

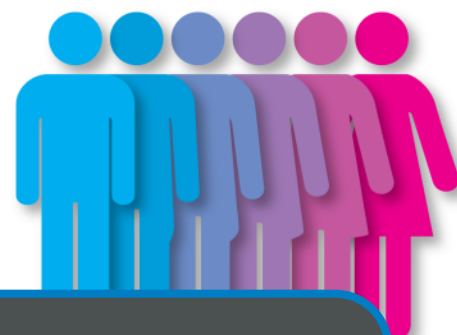
The NPS have also introduced the Active Risk Management System in partnership with police colleagues.

NPS NE has provided staff with guidance on dealing with Child Sexual Exploitation (CSE); this is a priority area of work for us all in identifying perpetrators and victims.

NPS North East has also provided more training in Risk Management and will now focus training on ways of working with those convicted of sexual offences who are subject to community supervision. This will be carried out alongside the move to a Divisional Sex Offender Treatment Programme team, which will deliver all court orders for Sex Offender Treatment.

In the next 12 months activity will continue to build on the E3 organisational model ensuring Excellence, Efficiency and Effectiveness.

*Lucia Saiger-Burns
Head of Public Protection
NPS North East Division*



1,042 offenders were supervised by the National Probation Service in York and North Yorkshire during 2015-16.

823 were MAPPA eligible.

What is MAPPA

MAPPA background

(a) MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders (MAPPA-eligible offenders) under the provisions of sections 325 to 327B of the Criminal Justice Act 2003.

(b) 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.

(c) A number of other agencies are under a Duty To Co-operate (DTC) with the Responsible Authority. These include social services, health trusts, youth offending teams, Jobcentre Plus and local housing and education authorities.

(d) The Responsible Authority is required to appoint two lay advisers to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from each of the Responsible Authority and duty to co-operate agencies.

(e) Lay advisers are members of the public with no links to the business of managing MAPPA offenders and 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 by the agencies in order to inform the risk assessments and risk management plans of those managing or supervising them.

In the majority of cases that is as far as MAPPA extends but in some cases, it is determined that active multi-agency management is required. 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 - (in the main) violent offenders sentenced to imprisonment for 12 months or more; 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 management levels intended to ensure that resources are focused upon the cases where they are most needed; generally those involving the higher risks of serious harm.

Level 1 involves ordinary agency management (i.e. no MAPPA meetings or resources); Level 2 is where the active involvement of more than one agency is required to manage the offender but the risk management plans do not require the attendance and commitment of resources at a senior level.

Where senior oversight is required the case would be managed at Level 3.

MAPPA is supported by ViSOR

This is a national IT system for the management of people who pose a serious risk of harm to the public.

The police have been using ViSOR since 2005 but, since June 2008, ViSOR has been fully operational allowing, for the first time, key staff from the Police, Probation and Prison Services to work on the same IT system, thus improving the quality and timeliness of risk assessments and of interventions to prevent offending.

The combined use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when these high risk offenders move, enhancing public protection measures.

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

Critical friend

Lay advisers are volunteer members of the public with no links to the management of MAPPA offenders.

They act as independent, yet informed, observers, who are able to pose questions which the professionals closely involved in operational management might not think of asking.

Lay advisers are members of the MAPPA Strategic Management Board (SMB) and bring to the board their understanding and perspective of the community where they live and have strong links. In North Yorkshire the SMB has two lay advisers, Sue Bentley and Nicholas Todd.

They are appointed by the Secretary of State for Justice as critical friends to represent the community interest in the work of MAPPA. Their role is to challenge processes and procedures, monitor and evaluate the operation of MAPPA and help make MAPPA more accountable.

Both Sue and Nicholas received training in the work of the MAPPA agencies and they participate in the working groups as well as the SMB.

Both lay advisers enjoy the mix of oversight and involvement as critical friends, helping to develop and monitor the work of MAPPA.

In the past year they have been involved in the monitoring of the implementation of the SMB's business plan and the evaluation of MAPPA processes and their outcomes.

This year they believe that particular credit should be given to those who have secured a smooth transition to the new probation arrangements. Staff training and continual improvement have remained high on the agenda in order for the MAPPA arrangements to continue to be implemented consistently and safely. In particular, during the year considerable work has been done to progress an e-learning project which has been rolled out across all relevant agencies.



Power in partnerships

Circles of Support and Accountability

Yorkshire, Humberside and Lincolnshire Circles of Support and Accountability (YHLCOSA) has been running Circles with high risk offenders in North Yorkshire for nearly 5 years'. Working towards the mission 'no more victims'.

YHLCOSA carefully select and train volunteers - members of the community - to work together in groups with people who have committed sexual offences.

The Circles work in partnership with the police and probation. Each Circle is made up of one offender, known as the 'core member', and four volunteers. Circles focus on reducing social isolation and emotional loneliness - two triggers which research has highlighted impacts reoffending rates. Knowledge is by far the most powerful way to safeguard our communities and the most vulnerable within them.

Core members report that the balance of support and accountability that the Circle affords them assists them to change their lives, to become safer, more productive members of the community.

Circles in North Yorkshire is going from strength to strength. With continued support from the National Probation Service, North Yorkshire Police and additional funding from Big Lottery and Comic Relief, YHLCOSA is able to deliver more Circles than ever before. In response to community requests for additional support, YHLCOSA is currently developing Circles for Self Identifying Communities, BME offenders and availability in rural areas.

YHLCOSA's 2015 evaluation highlighted that in the 64 Circles across Yorkshire and Humberside they delivered, there was only one re-conviction for sexual offending.

Youth Offending Teams

York Youth Offending Team (YOT) has strong partnership working with MAPPA and local partners, in order to keep public protection at the forefront of improving outcomes for young people and communities.

With a small number of young people MAPPA eligible over the 2015/16 period, all current MAPPA young people have been effectively managed at Level 1, which indicates how the YOT are able to come together to meet their needs in both risk and vulnerability.

A particular highlight over the year, has been the effective work with the group of young people who transition into adult criminal justice services; of which MAPPA eligible young people are often evident. YOT's multi-agency way of working to look at better and earlier ways of preparing young people for the changes to their supervision was also reviewed as part of the HMIP thematic follow up review of transitions arrangements, published in January 2016.

"York's (transition) protocol gave their staff good guidance on how flexible they needed to be at this challenging time, which was demonstrated by some effective joint working by their staff."

The real key to the MAPPA partnership with young people is just that: flexibility, a response to individual needs and a truly joint approach to effective public protection.

"...we saw effective use of MAPPA, with good joint working across partnerships to manage the risk of harm these individuals posed"

MAPPA e-learning goes live

MAPPA has consistently strengthened in North Yorkshire since its introduction in 2002. There has been tremendous commitment over the years from a number of agencies and collectively staff have worked tirelessly to improve the management of violent and sexual offenders in York and North Yorkshire and to safeguard victims.

Nonetheless, despite the hard work of everyone involved in MAPPA it became apparent a number of years ago that it was becoming increasingly difficult to reach enough staff across the agencies who needed MAPPA training.

The MAPPA Thematic Inspection 2011 found that although there had been good progress made in the management of MAPPA offenders, there remained some gaps in the collaborative working of agencies.

It quite rightly recognised the strong partnerships that organisations across the criminal justice system had developed to keep MAPPA offenders risks to a minimum. However, it was also recognised that in addition to the exchange of information there needed to be greater active management of that offender through the multi-agency framework. Ensuring all agencies fully understood the purpose of MAPPA, the processes involved and their responsibilities and duties is therefore absolutely essential.

The task to determine whether there were significant gaps in knowledge across the agencies was therefore upon us and it was agreed that a MAPPA survey monkey would help gather this information.

This was launched in September 2012 and accessible by the Responsible Authority and Duty to Co-operate agencies. There were just short of 400 respondents from staff in York and North Yorkshire police, probation, housing, health, youth justice, Job Centre Plus, prison and social services.

The findings of the survey indicated that MAPPA knowledge was lacking at a basic level for at least 50% of respondents.

Respondents said they would welcome on line opportunities to develop knowledge and the idea to devise an e-learning package, fitted with the growing need in all organisations to be more efficient, without compromising quality.

North Yorkshire therefore took the initiative to build a suitable product and in 2013 began work with Webcertain to develop a multi level, multi modal programme which would provide bespoke courses dependant on user role. The programme would be made available to all staff in the RA and DTC'S, it would have the flexibility to develop in time, to add and update information and upgrade its capacity for multi sensory material as advances were made in IT across the agencies.

It was a tough challenge on top of business as usual but in November 2015 the MAPPA e-learning programme was launched and has been received very well across York and North Yorkshire.

Previously, the MAPPA team has hosted a number of training sessions on MAPPA for single points of contact (SPOC's) and lead agencies; these would capture no more than 100 staff. Within 8 months of the roll out of the e-learning over 300 staff have completed the training.

The MAPPA team has recently added a link to survey monkey at the end of the programme, which will provide regular and useful feedback as to how the programme can develop and meet the needs of users. In addition, the team are in the early stages of giving other areas in the North East access to the programme.



"The NPS, MAPPA and North Yorkshire Police Force had developed and implemented a MAPPA e-learning course which had improved awareness and understanding of MAPPA and roles and responsibilities across the agencies"

Quality Impact Inspection & the effectiveness of Probation work in York & North Yorkshire:
An inspection by HM Inspectorate of Probation, August 2016, page 35

Working together to manage domestic abuse

MARAC (Multi Agency Risk Assessment Conference) has been in operation since 2006.

MARAC's provide a forum where all relevant agencies share information about those victim's at highest risk of domestic abuse. This is similar to the arrangements under MAPPA but it is not a statutory framework as laid down in law.

MARAC's are victim focused and the purpose of meetings is to bring together all relevant statutory and voluntary agencies in order to share the known risks, gather any additional information and develop a plan of action. In this way individuals and their children are better protected; their safety increased and repeat victimisation reduced.

In some cases of domestic abuse offenders will meet the criteria for both MAPPA and MARAC. Where this is the case there must be clear lines of communication between the two arrangements.

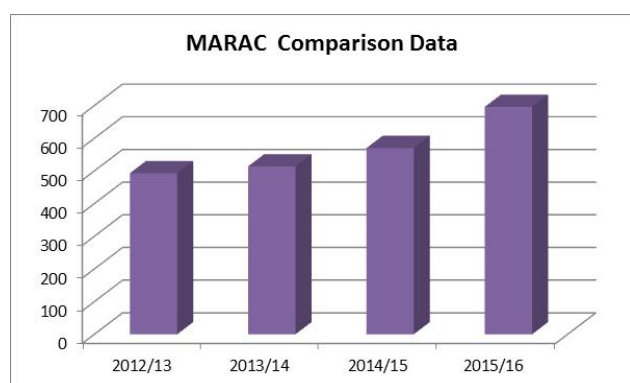
In the last year across North Yorkshire 696 MARAC's were held. This is an increase of 30% within a three year period (2012/13 -2015/16).

information sharing and the need where possible for victim's and potential victims to be informed of the risks posed to them.

The profile of domestic abuse has also been massively heightened by the introduction of Clare's law (The Domestic Violence Disclosure Scheme) and the extension of the Domestic Violence Protection Orders in 2014.

Education and awareness remain integral to ensuring that gaps in managing the risk of harm posed by perpetrators of domestic abuse are not left unaddressed. MAPPA & MARAC briefings assist to bridge this gap and are run across North Yorkshire and overseen and approved by the North Yorkshire Safeguarding Children's Board.

The trainers employed by the NPS and North Yorkshire Police have jointly been running this venture for nine years and continue to ensure that training events are run at regular intervals across the county.



The reason for the rise in the number of MARAC's will be multi faceted but will be influenced by an increase in staff awareness of domestic abuse and the learning arising from serious case reviews which highlight so frequently the importance of

New civil orders introduced

The UK has some of the toughest powers in the world to deal with sex offenders; however, the view of professionals, including the police, was that use and effectiveness of the civil orders which could be imposed on sex offenders and those who pose a risk could be improved to better protect the public from sexual harm.

Reforms were required to address gaps in the system and ensure that the police and the NCA have the powers they need to manage those who pose a risk of sexual harm.

Changes to the preventative order used by police to manage sex offenders came into force on 8th March 2015.

The new sexual harm prevention order (SHPO) replaces the sexual offences prevention order (SOPO) and foreign travel order (FTO) and may be made in relation to a person who has been convicted of or cautioned for a sexual or violent offence (including equivalent offences committed overseas) and who poses a risk of sexual harm to the public.

The SHPO may be made by a court on conviction for a sexual or violent offence, or by the magistrates' court on application by the police or NCA. A court may impose an order for the purposes of protecting the public in the UK and/or children or vulnerable adults abroad from sexual harm.

For the new Sexual Harm Prevention Order, the threshold which is applied to protect people from 'sexual harm' has been lowered - previously the threshold was 'serious sexual harm'.

The sexual risk order (SRO) will replace the risk of sexual harm order (RSHO) and may be made in relation to a person without a conviction for a sexual or violent offence (or any offence), but who poses a risk of sexual harm.

The SRO may be made by the magistrates' court on application, by the police or NCA, where an individual has done an act of a sexual nature and as a result poses a risk of harm to the public in the UK or adults or vulnerable children overseas.

These orders may prohibit the person from doing anything described in it - this includes preventing travel overseas. Any prohibition must be necessary for protecting the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

North Yorkshire Police embraced the reforms and led the way, securing 2 Sexual Risk Orders by the end of April 2015. By the end of March 2016 North Yorkshire Police had secured 6 Sexual Risk Orders.

The dedicated civil & criminal orders officers are viewed as experts nationally, having been responsible for obtaining prohibitions which have attracted national media attention, i.e. 'Engaging in any initial sexual activity with any female unless this is disclosed to the Police Force in the area in which you reside. You must disclose the details of any female including her name address and date of birth; and you must do this at least 24 hours prior to any sexual activity taking place'.



Statistics

MAPPA-eligible offenders on 31 March 2016

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	700	184	-	884
Level 2	2	5	2	9
Level 3	0	0	0	0
Total	702	189	2	893

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	11	24	14	49
Level 3	3	1	2	6
Total	14	25	16	55

RSOs cautioned or convicted for breach of notification requirements	12
---	----

RSOs who have had their life time notification revoked on application	0
---	---

*A safe place to be
Reoffending rates in North Yorkshire
are lower than the national average*

Restrictive orders for Category 1 offenders

SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts

SHPOs	108
SHPO with foreign travel restriction	0
NOs	0

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)

1

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	1	3	0	4
Level 3	1	0	0	1
Total	2	3	0	5
Breach of SOPO/SHPO				
Level 2	0	-	-	-
Level 3	0	-	-	-
Total	0	-	-	-

Total number of Registered Sexual Offenders per 100,000 population

97

This figure has been calculated using the Mid-2015 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 2016 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2015 to 31 March 2016.

(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 (94% this year) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

(b) Registered Sexual Offenders (RSOs)

Those who are required to notify the police of their name, address and other personal details and to notify any changes subsequently (this is known as the “notification requirement”). Failure to comply with the notification requirement is a criminal offence which carries a maximum penalty of 5 years’ imprisonment.

(c) Violent Offenders

This category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.

(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 MAPP meetings.

(e) Breach of licence

Offenders released into the community following a period of imprisonment of 12 months or more 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)

(replaced Sexual Offence Prevention Orders) including any additional foreign travel restriction.

Sexual Harm Prevention Orders (SHPOs) and interim SHPOs are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. It requires the offender to notify their details to the police (as set out in Part 2 of the 2003 Act) for the duration of the order.

The court must be satisfied that an order is necessary to protect the public (or any particular members of the public) in the UK, or children or vulnerable adults (or any particular children or vulnerable adults) abroad, from sexual harm from the offender. In the case of an order made on a free standing application by a chief officer or the National Crime Agency (NCA), the chief officer/NCA must be able to show that the offender has acted in such a way since their conviction as to make the order necessary.

The minimum duration for a full order is five years. The lower age limit is 10, which is the age of criminal responsibility, but where the defendant is under the age of 18 an application for an order should only be considered exceptionally.

(g) Notification Order

This requires sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.

(h) Sexual Risk Order (incl. any additional foreign travel restriction)

The Sexual Risk Order (SRO) replaced the Risk of Sexual Harm Order (RoSHO) and may be made in relation to a person without a conviction for a sexual or violent offence (or any other offence), but who poses a risk of sexual harm.

The SRO may be made at the magistrates' court on application, by the police or NCA where an individual **has done an act of a sexual nature and the court is satisfied that the person poses a risk of harm to the public in the UK or children or vulnerable adults overseas.**

A SRO may prohibit the person from doing anything described in it - **this includes preventing 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 the full notification requirements.

Nominals made subject of a SRO are now recorded on VISOR, as a Potentially Dangerous Person (PDP).

(i) Lifetime notification requirements revoked on application

Change in legislation on sexual offenders

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place which will allow **qualifying sex offenders to apply for a review of their notification requirements.**

Individuals subject to indefinite notification will only become eligible to seek a review once they have been subject to the indefinite notification requirements for a period of at least 15 years for adults and 8 years for juveniles. This applies from 1 September 2012 for adult offenders.

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

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

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

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

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

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

MAPPA Unit
Newby Wiske Hall
Northallerton
DL7 9HA
01609 643522
www.mappayorkandnorthyorkshire.org.uk

North Yorkshire Police
www.northyorkshire.police.uk
[@NYorkPolice](https://twitter.com/NYorkPolice)

HM Prison Service
www.gov.uk

National Probation Service
www.gov.uk

All MAPPA Annual Reports from England
and Wales are published on line at
www.gov.uk
