

South Yorkshire MAPPA Public Protection through Partnership Annual Report 2014-15





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Introduction

Welcome to the 2014-15 annual report of the South Yorkshire Multi-Agency Public Protection Arrangements (MAPPA)

These arrangements – which exist throughout the country – are overseen in our county by our Strategic Management Board (SMB), whose job it is to ensure that the arrangements comply with national guidance produced by the Ministry of Justice and that all the relevant local agencies play their full part. (See www.gov.uk for the full guidance)

Membership of the Board includes senior representatives from the Police, Probation and Prison services, plus all the other agencies who are legally required to co-operate with the arrangements eg Youth Justice Service, Job Centre plus, Education and Housing authorities, Social Services (Adult and Children's social care), mental health services, NHS England, and electronic monitoring providers.

Together we aim to protect the public of South Yorkshire by identifying, assessing, monitoring and managing sexual and violent offenders who may cause serious harm to others. Like every county, we always have people living in our community who may pose a risk to the public. These include, for example, registered sex offenders, prisoners released on licence, having served their custodial sentence, offenders subject to Community Orders, and patients discharged from psychiatric hospitals who were initially sent there by the courts.

Our MAPPA unit is composed of experienced and specialist police and probation staff. It provides a central point of contact for local agencies to share information, provides advice and training, responds to the ever-changing procedures and legislation in the MAPPA-world, and organises multi-agency meetings if required.

I would like to express my thanks to members of the Board for their commitment to MAPPA, and to all the staff of the MAPPA unit for their professionalism and hard work

(For more information about South Yorkshire MAPPA, please email: ppu_mappa@southyorks.pnn.police.uk)

Max Lanfranchi, Head of Probation (Sheffield and Barnsley) and chair of South Yorkshire MAPPA SMB

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, UKBA, 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 focussed 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

MAPPA Statistics – South Yorkshire

MAPPA-eligible offenders on 31 March 2015	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1146	379	-	1525
Level 2	0	1	0	1
Level 3	0	0	0	0
Total	1146	380	0	1526

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	21	37	20	78
Level 3	0	1	0	1
Total	21	38	20	79

RSOs cautioned or convicted for breach of notification requirements	17
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Restrictive orders for Category 1 offenders

SOPOs, NOs & FTOs imposed by the courts

SOPOs	83
NOs	0
FTOs	0

Level 2 and 3 offenders returned to custody

Breach of licence	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	2	6	0	8
Level 3	0	0	0	0
Total	2	6	0	8

Breach of SOPO	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	1	-	-	1
Level 3	0	-	-	0
Total	1	-	-	1

Total number of Registered Sexual Offenders per 100,000 population	95
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This figure has been calculated using the mid-2014 estimated resident population, published by the Office for National Statistics on 25 June 2015, excluding those aged less than ten years of age.



MAPPA background

Explanatory commentary on statistical tables

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2015 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2014 to 31 March 2015.

- (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 (over 99% 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.
- (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 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 Offences Prevention Order (SOPO) – a court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender’s behaviour in the community. The full order lasts for a minimum of five years, and can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender loitering near schools or playgrounds. If the offender fails to comply with (i.e. breaches) the requirements of the order, he can be taken back to court and may be liable to up to five years’ imprisonment.
- (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) Foreign Travel Orders – these prevent offenders with convictions for sexual offences against children from travelling abroad where this is necessary to protect children from the risk of sexual harm.

Understanding MAPPA - What it is, and what it isn't



There are many myths and misconceptions around MAPPA - for example, that it is essentially about having multi-agency meetings; or that it is an agency in its own right; or that "it"

makes decisions; or that it is only concerned with those offenders currently assessed as high risk (dangerous); or that it has authority over other agencies.

In fact, MAPPA is based on a very simple (but absolutely crucial) idea : that all the agencies who are involved with a sexual or violent offender (whether currently, or just potentially, dangerous) should share information with each other, in order to protect the public from serious harm. You may think this is obvious – but it didn't used to happen. Too often, before MAPPA came along, professional workers tended to prioritise patient/client confidentiality and the rights of the offender, and protecting their own agency's information, over the protection of the public or the rights of victims.

This idea of collaboration and co-operation, is reflected in the phrase incorporated in the MAPPA logo (see the front page of this report – though you'll need a magnifying glass to see the words !) - "protection through partnership".

Yes – we have regular monthly formal multi-agency meetings in each of the four areas of South Yorkshire (Barnsley, Doncaster, Sheffield and Rotherham) in order to share information and so safely manage the most dangerous and/or complex cases. But these form only a tiny proportion of the total number of MAPPA cases being supervised in the community at any one time (as the statistics at the back of this Report show).

MAPPA is not an agency but a set of processes, backed by statute and underpinned by a signed agreement between all the relevant local agencies, that not only facilitates information-sharing, but demands that all agencies co-operate in the management and supervision of sexual and violent offenders. This co-operation doesn't necessarily have to involve formally chaired and minuted meetings (though we have around 40 cases in this county at the time of writing subject to ongoing meetings). It can just mean picking up the phone, sending an email, or having a short discussion in the office. The important thing is that every professional worker dealing with the

case in whatever capacity (police officer, probation officer, housing officer, mental health officer, social worker, doctor, teacher, employment/training officer, prison officer, victim liaison officer, hostel manager, and so on) is aware of the full picture in terms of the risk posed to the public, and plays their part in managing and monitoring that risk.

The result is that the assessment of the risk by the "lead agency"(that is, the agency primarily responsible for supervising that offender in the community , whether it be the Police, Probation, mental health service or Youth Justice Service) is as accurate as possible, and that the risk management plan is comprehensive – addressing all the identified risks, and involving all the relevant agencies. These agencies make their own decisions, as normal, but they do it in a fully-informed and co-ordinated way.

So- MAPPA is basically about information-sharing, within the law (taking proper account of established principles of confidentiality and data protection), balancing the rights of the public and potential victims against the rights of the offender. In the cause of public protection it breaks down the barriers between different agencies, encouraging them to work together and talk to each other.

MAPPA has failed if, following a serious offence, a professional worker says "if only I'd known that" or " I wasn't sure if I should pass on that bit of information".

Dean Clarke, SY MAPPA co-ordinator

Managing offenders under MAPPA



I have been employed in the role of MAPPA Police Manager since April 2015.

My initial knowledge of the MAPPA framework was limited. However, since taking on the role, I see how crucial it is to work together with the other

responsible authorities (Prisons and Probation) and the absolute necessity for the Police to cooperate with a multi-agency approach.

The MAPPA unit in South Yorkshire is composed of Probation and Police staff working closely together on a daily basis. I have a strong working relationship with the local Senior Probation Officers in each of the four South Yorkshire districts. We have joint responsibility for 'chairing' the weekly MAPPA meetings to share information and enable the management of high-risk

offenders, integrating them back into society whilst at the same time protecting the public.

The MAPPA approach applies to a variety of offenders and involves different services.

This includes a responsibility for complex Mental Health cases.

I have recently been involved in managing an offender under Section 37/41 of the Mental Health Act (a "restricted patient").

Due to the information shared between each agency, the offender is being managed successfully, with a comprehensive risk management plan in place. He is accommodated in suitable premises, and studying with a local education provider who is fully aware of risk management plans in place, and who works together with the other agencies involved ensuring the successful integration of this offender back into society.

Mental Health remain the lead agency, but are supported by Police, Probation and other relevant agencies. The arrangements in place enable information and case updates to be constantly shared on a daily basis, backed up by formal monthly meetings between all agencies to facilitate effective management and care of the offender. Without successful MAPPA, this form of co-operation would not be possible and there is every likelihood that offenders would have been released, without a fully-coordinated Risk Management Plan in place.

Sally Fletcher - MAPPA Manager (South Yorkshire Police)

Polygraph testing – a new approach



In September 2014, South Yorkshire Police (SYP) began to use voluntary Polygraph assessments in the management and assessment of Registered Sex Offenders (RSOs) and those people who come under investigation for offences related to the possession and distribution of indecent images of children.

SYP chose to introduce this form of assessment (essentially "lie-detector" technology which measures an offender's physical reactions when asked pertinent

questions about their thoughts and behaviour) along with Hertfordshire Police and the National Offender Management Service. We made the decision based on the results of validated academic research and pilot projects, which indicated the potential value of Polygraph in the management of sex offenders.

Some category 1 MAPPA offenders (RSOs) will be subject to a mandatory polygraph licence condition if they are assessed as high risk of harm and re-offending by the National Probation Service (NPS). However, due to the additional Police use of voluntary polygraph-testing we can ensure that any MAPPA offender is offered the opportunity to participate in a polygraph assessment. This is a risk management tactic that is discussed and agreed in level 2 MAPPA meetings by all agencies in attendance.

SYP now have two qualified Polygraph Examiners, who form part of the central ViSOR team, the team that actively manages and monitors people convicted of sex offences. We now use Polygraph assessments, along with a number of other risk assessment tools, in order to effectively risk manage offenders.

In the first 12 months of using this additional risk assessment tool SYP have conducted polygraph examinations on 102 offenders.

These assessments have shown the value of the Polygraph and have improved the level of engagement with the offenders involved. In a number of cases, offenders have made disclosures regarding previously unknown contact with children and other vulnerable people. These disclosures have generated referrals to other agencies to make sure that all the necessary child protection and safeguarding measures are in place.

A number of other individuals have also disclosed offending which has necessitated an arrest or further information gathering about their behaviour, which has prompted further action such as the seizure or examination of computer equipment. Other disclosures have concerned behaviours or activity, which, if left unchecked may have resulted in further offending or risk to the public.

Delphine Waring – Detective Inspector MAPPA and ViSOR Units, South Yorkshire Police

Public Protection – a regional perspective (National Probation Service)

NPS NE Division continue to work in partnership with other key agencies to support Public Protection in all areas of the North East.

As a Responsible Authority, we have continued to prioritise our support of MAPPA Strategic Management Boards and MAPPA co-ordinators as a key plank of our contribution to public protection.

As Head of Public Protection for the NE Division, it is important to me that priorities set by NOMS (the National Offender Management Service) are communicated to MAPPA leads in all of the areas. I know that the SMBs work hard to provide the framework within which practitioners in all agencies manage those who present the highest risk to our communities.

As the national link with policy and practice developments, working closely with the NPS NE Deputy Director who has the National Portfolio lead for Public Protection, the following are priorities for NPS and Public Protection;

- Child Sexual Exploitation (CSE)
- Active Risk Management System (ARMS) - developing a new process for risk management with sex offenders which complements the current suite of assessments in place.

- Reviewing policy and practice in respect of safeguarding children and adults
- Identifying and implementing learning from SFOs (Serious Further Offences) and Serious Case Reviews.

2015 has been a period of significant change for the NPS and we have continued to deliver Offender Management which puts the management of risk at the forefront of best practice.

Lucia Saiger-Burns, Head of Public Protection
NPS NE Division

South Yorkshire MAPPA report is published online at:

www.gov.uk

