

# South Yorkshire MAPPA

## Public Protection through Partnership

### Annual Report 2015-16





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## Introduction

### **Welcome to the 2015-16 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](http://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. In the year 2015-16 MAPPA meetings have successfully contributed to the risk management plans of 80 of the highest risk offenders in this county.

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](mailto:ppu_mappa@southyorks.pnn.police.uk))

**Sarah Mainwaring**, Head of Probation (NE NPS - South Yorkshire) and chair of South Yorkshire MAPPA SMB

## What is MAPPA?

### MAPPA background

- 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.
- 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 Trusts, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.
- 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.
- 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](http://www.gov.uk)

## MAPPA Statistics – South Yorkshire

MAPPA-eligible offenders on 31 March 2016	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1236	449	-	1685
Level 2	8	6	12	26
Level 3	0	6	0	6
<b>Total</b>	<b>1244</b>	<b>461</b>	<b>12</b>	<b>1717</b>

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	12	23	15	50
Level 3	0	0	0	1
<b>Total</b>	<b>12</b>	<b>23</b>	<b>15</b>	<b>50</b>

RSOs cautioned or convicted for breach of notification requirements	<b>28</b>
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### Restrictive orders for Category 1 offenders

#### SOPOs, NOs & FTOs imposed by the courts

SOPOs	<b>73</b>
NOs	<b>1</b>
FTOs	<b>0</b>

### 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	4	2	1	7
Level 3	0	0	0	0
<b>Total</b>	<b>4</b>	<b>2</b>	<b>1</b>	<b>7</b>

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

Total number of Registered Sexual Offenders per 100,000 population	<b>103</b>
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This figure has been calculated using the mid-2015 estimated resident population, published by the Office for National Statistics on 23 June 2016, excluding those aged less than ten years of age.

### Notification Requirements

RSOs having had lifetime notification requirements revoked on application	<b>2</b>
People subject to notification requirements for breach of an SRO	<b>0</b>





## MAPPA background

### Explanatory commentary on statistical tables

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 (x% 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>



## Circles of Support and Accountability (COSA) No More Victims; No Secrets!



### Who is a COSA for?

At the moment, we work only with Registered Sex Offenders (RSOs), male or female, who are over 18 years of age. They must admit their offences and they must be motivated to stop their sexually harmful behaviour. They are pretty much

saying, "This is what I've done, I don't want to do it again, but I recognise I need help to change."

We prioritise by Risk of Harm and we target those that are the most socially isolated and/or emotionally lonely. These are the two main risk factors for sexual recidivism. Social isolation and emotional loneliness may not have been the main cause of the offender's sexually harmful behaviour but the chances are that for many, these issues will increase when they are convicted and they feel ostracised by their friends, family, employers, colleagues and local communities.

### What is a Circle?

A Circle is a group made up of around 4 volunteers (members of the public), an Offender Manager (usually Probation or Police), a Registered Sex Offender (referred to as the Core Member) and the Circles Coordinator (me!).

With the support of me and the Offender Manager, the Core Member makes a full disclosure of his/her offending history and ongoing risk factors to the volunteers. The volunteers then meet in a group with the Core Member, offering practical and emotional support to re-integrate in to their community, whilst also holding the Core Member to account for any "risky" attitudes or behaviours that may jeopardise their offence-free lifestyle.

Reviews are held regularly and all information is shared with statutory agencies. There are therefore "No Secrets" and what's more – the Core Member signs up for this on a voluntary basis!

### When and Where does the Circle take place?

Initially the Circle meets weekly in a venue that I have risk assessed, typically a rented room in various charitable organisations. Once the group is acquainted and after a review with me and the Offender Manager, the Circle will meet socially. Meetings may be in a coffee shop, possibly a game of snooker or attendance at a social group.

Circle members are asked to commit for a minimum of 12 months and a maximum of 18 months. Meetings are for two hours and they reduce in frequency towards the 12/18 month stage. The aim is to support the Core Member in accessing services, resources and activities that he/she may continue by themselves and beyond the life of the Circle.

### Why be involved in a COSA?

As a Probation Officer, I was previously responsible for addressing the offending behaviour of RSOs, for supporting them through treatment programmes and working with other agencies to monitor them. The statistics showed that having stable accommodation and being in employment would reduce re-offending, yet how could my RSOs maintain either when they could barely make eye contact or speak to potential employers or neighbours for fear of being "found out?" What I couldn't do in the time available was to metaphorically hold their hand and go with them to the social groups that I knew would increase their confidence and self-worth.

This is the magic ingredient that our volunteers provide. The fact that they invest their own time to take an interest in the Core Member is the most powerful thing. The only judgement they make is that sexually harmful behaviour is wrong, and they achieve satisfaction from working towards "No More Victims."

Initially, many Core Members can't believe that four members of the public (the volunteers) don't want to assault them or report their whereabouts to the press. With time comes trust however and past Core Members have gone on to say, "simply chatting has made me feel human again.....being part of a group made me see what I've been missing.....they've inspired me to want a normal life." For some Core Members, the changes are more significant but whether it be getting a job, joining an evening class or applying for University, these things all began with them simply being part of a group where they were supported in becoming part of their community.

### How do you get involved in a COSA?

If you are working with a sex offender who is committed to leading an offence-free lifestyle and is interested in being part of a Circle, you can ring, text or email me and/or I can meet with you both to provide more information prior to you completing a referral form.

If you or somebody you know is interested in becoming a COSA volunteer, please feel free to contact me for an initial chat or visit Yorkshire Humberside and Lincolnshire Circles of Support and Accountability at [www.yhlcosa.org.uk](http://www.yhlcosa.org.uk).

**Gaynor Morgan**, Probation

## View from the front-line



I am a Probation Officer working in an Offender Management Unit.

Throughout the years my experience of MAPPA has generally been positive. Whenever it is necessary to have formal meetings (level 2), I have found it indispensable to the risk management of those cases. At such meetings, key partnership agencies and other relevant parties are present to share information and to discuss the management of the case.

The National Probation Service (NPS) is quite often the lead agency for managing these dangerous offenders, and as the case manager, I feel the pressure of presenting the case, explaining my risk assessment and risk management plan, and then adjusting them having taken account of the information provided by all the other agencies sitting round the table, and the opinions and suggestions of other professionals involved in the case.

Although it can be difficult at times, I believe that the questioning and appropriate challenging I have faced at these meetings, has enhanced my management of the case. I have listened to and taken on board alternative view points. Sometimes the new information and/or difference of opinion has led me to change my assessment of the person. Quite often I have added to or amended my risk management plan. On other occasions, I have felt satisfied that the measures that are already in place are sufficient and as defensible as they can be.

In a recent case there have been varying opinions on where this individual should resettle on release from prison. MAPPA provided a forum for representatives from different areas and agencies to deliberate this. It also enabled professionals to be appropriately challenged on the decisions they have made. Although a consensus could not be reached, from my point of view I felt that all angles had been considered, and that I had had an opportunity to express my views and concerns in a productive way to all those involved. Afterwards, I felt that my risk management plan was as defensible as it could be considering the barriers that I was facing in moving this person on from a Probation hostel.

As well as attending the formal meetings for the level 2 cases, I have also found MAPPA useful for those cases managed at level 1. There are times where professionals from other agencies are reluctant to share information due to client (or patient) confidentiality.

However, by explaining that the person is managed under the arrangements of MAPPA, this has enabled me to receive the required information. I have also felt able to share relevant information under the umbrella of MAPPA.

As the principles of MAPPA have become embedded in our practice, it has meant that Probation Officers have tended to forge closer working relationships with other partner agencies, particularly the Police and Children's Social Care. This assists in the day to day management of MAPPA cases. Such collaboration and information sharing leads to more accurate risk assessments, and more effective risk management of some of the more complex and dangerous cases that we manage.

**Emma Middleton**, Probation Service  
Offender Manager

## The role of MAPPA researcher



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

I am the Single Point of Contact to facilitate the sharing of South Yorkshire Police information and intelligence with other MAPPA Lead Agencies i.e.

Probation, Mental Health and Youth Offending Services.

My role is to research Police databases for MAPPA-eligible offenders and to share any relevant risk-related information with other agencies that are having to make important decisions on the management of certain offenders. For example, mental health patients and other violent or sexual offenders who are under the statutory supervision of the Probation, Mental Health or Youth Offending services, who are being considered for temporary leave or final release into the community, from hospital or prison.

My role is an important part of the MAPPA process. The sharing of relevant information helps to build a fuller profile of the risk that an offender or patient poses to the public and ensures that nothing is overlooked, enabling a suitable and effective risk management plan to be produced, and supervisory conditions to be put in place.

However, there are important principles to be considered when sharing sensitive information about individuals with other agencies. It is of vital importance that all agencies have a clear understanding of the law in relation to information-sharing: in particular the Data Protection Act 1998 and the Human Rights Act 1998.

Information sharing must be lawful, necessary and proportionate, and there should be signed Information

Sharing Agreements setting out how and why the agencies will share information with each other. In the end, the protection of the public from serious harm has to take precedence over the offender's normal right to privacy.

In the majority of these cases there is a specific victim of a violent or sexual offence whose future protection also needs to be considered. In relevant cases, certain information is shared about the movement of offenders or patients with the Victim Liaison Unit so victims can be given reassurance. Protective measures can also be considered by means of non-contact conditions, exclusion zones, and increasing the security of victims homes.

Another aspect of my role is to research the Police National Database. Following the Bichard Report into Child Protection (initiated by the Ian Huntley case) one of the recommendations was to introduce a National Police Intelligence system for England Wales. This is now known as the Police National Database. Another recommendation was for a clear Code of Practice for all Police Forces to keep records and share data. My role allows me to research the PND for any relevant information held by other Police Forces in England and Wales.

**Derek Lowe**, MAPPA intelligence researcher

## Representing the perspective of local people



Every MAPPA area is obliged by law to have two members of the public (called "lay advisors") involved in overseeing the arrangements, representing the perspective of local people, and acting as a "critical friend" to the professionals whose job it is to manage dangerous

offenders in the community. This is a voluntary role which involves attendance at operational MAPPA meetings, and reporting back to the local Strategic Management Board.

I applied to become a Lay Advisor for the MAPPA unit after seeing the advertisement in a local paper in my hometown of Rotherham. I have always had a keen interest in the area of Criminal Justice after studying Social Policy and Criminology at University. When I left University in 2008 I wasn't sure which profession was for me. Did I want to be on the "frontline" tackling the offenders, did I want to be overseeing their imprisonment or was my interest really in the rehabilitation of offenders and giving them that second chance while also helping to prevent there being more victims and to protect the public?

When I applied for this role I had recently completed 12 months volunteering for Circles UK, a charity with a tagline of 'no more victims', working with ex-sex offenders. The role involved working alongside another four volunteers and an offender which was daunting to say the least. The time we spent volunteering was predominantly focussed around the offender - their lifestyle, work, accommodation, socialising etc. Hopefully this had an impact on reducing victims of crime in the long run. Once I had completed my role with Circles I decided I wanted to spend more time focussing on the public protection perspective of the Criminal Justice system. That is what I hope to gain from my time as a Lay Advisor.

The thing I am looking forward to the most about volunteering with MAPPA is the insight in to the process of protecting the public from harm. Seeing first-hand how the different agencies work together to form a network around ex-offenders upon release from custody, how the decision - making process works between these groups, and how having an impartial voice within this arena can impact or influence outcomes. If a question of mine or an opinion can help in any way to protect the people of South Yorkshire then I will feel I have accomplished something in my time as a Lay Advisor and I am very excited about starting my role later this month.

**Charlotte Cheetham**, Lay Advisor

## National Probation Service NE Division Public Protection – A Priority

**2015/2016 has been another year of change for the NPS. Public Protection has continued to be delivered through the very strong, positive partnership work guided by the MAPPA Strategic Management Boards in all 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 7 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 and used regularly Practitioners can also join the MAPPA community to share ideas with each other to manage some of the most challenging offenders in society.

- Other developments in MAPPA which will conclude 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 which will maximise the use of ViSOR wherever possible.
- NPS have also introduced the Active Risk Management System in partnership with Police colleagues.
- NPS NE have provided staff with guidance on dealing with Child Sexual Exploitation (CSE) and this is a priority area of work for us all in identifying perpetrators and victims.
- We have 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 who 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 NE Division

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