

South Yorkshire MAPPA

Multi-Agency Public Protection Arrangement

Annual Report 2016-17

Sheffield

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Introduction

I am delighted to present the Multi-Agency Public Protection Arrangements (MAPPA) Annual Report for South Yorkshire 2016/17.

Protecting and safeguarding the public from harm caused by sexual and violent offending remains a key priority for South Yorkshire Police, National Probation Service and HM Prison Service (MAPPA Responsible Authority), in collaboration with our highly committed Duty to Co-operate Partner Agencies from across four Local Authorities. As in previous years, partnership working continues to be undertaken by the constituent agencies.

The MAPPA Strategic Management Board includes Senior Managers from Police, Probation and Her Majesty's Prison Service and those agencies with a Duty to Co-operate including, Local Authority, Housing, Adult and Children's Social Care, Education, NHS England etc.

The South Yorkshire MAPPA Unit has moved to a new model of working during 2016/17 but continues to comprise of experienced Police and Probation Staff who provide a central point of contact for referrals, the sharing of information and provision of training; as well as responding to changes in MAPPA processes, practice and legislation. During this reporting year, 223 MAPPA meetings have contributed to the risk management plans of those posing the highest risk to local communities.

I am proud to present this annual report, which I believe reflects the success of MAPPA across South Yorkshire. Whilst the risk posed by those residing in all communities can never be eliminated entirely, the public can be reassured by this annual report that all agencies are working together tirelessly to manage those who pose the greatest risk to our local communities in order to prevent more victims.

This annual report evidences the pro-active and collaborative approach taken by a committed and dedicated range of staff from across a number of agencies and highlights the developments, improvement to practice and innovation across South Yorkshire. I extend my gratitude to the MAPPA Board and all staff within the MAPPA Unit for their continued hard work, professionalism and enthusiasm.

For more information, please email: ppu_mappa@southyorks.pnn.police.uk

Sally Adegbembo, Head of Probation, National Probation Service,
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, 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

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	1338	449	-	1787
Level 2	8	15	2	25
Level 3	1	1	1	3
Total	1347	465	3	1815

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	17	20	17	54
Level 3	0	0	1	1
Total	17	20	18	55

RSOs cautioned or convicted for breach of notification requirements	20
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Restrictive orders for Category 1 offenders

SOPOs, NOs & FTOs imposed by the courts		
SOPOs		143
NOs		0
FTOs		2

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	0	6	0	6
Level 3	0	0	1	1
Total	0	6	1	7

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
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	111
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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	3
People subject to notification requirements for breach of an SRO	2

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>

Meet the Team

The previous MAPPA Co-Ordinator Dean Clarke retired from his role as in March this year and I have stepped into the fore to take over the role, which has come as quite a challenge. Learning new process, ways of working closely and co-located with our police

colleagues after many years of being in offender management as a Probation Officer Offender Manager and Team Manager will be a new experience for me.

Doug Maillie, Probation MAPPA Co-Ordinator



Doug Maillie
Probation MAPPA
Co-Ordinator



Sally Fletcher
MAPPA Police Manager



Derek Lowe
MAPPA Researcher
Assistant



Eleanor Bull
MAPPA Intelligence
Researcher



Emma Smith
MAPPA Intelligence
Researcher



Jane Curtis
MAPPA Intelligence
Researcher



Kelly Platts
MAPPA Intelligence
Researcher

We would like to take this opportunity on behalf of the National Probation Service, Her Majesties Prisons, South Yorkshire Police and MAPPA partnership agencies in thanking Dean Clarke for all his hard work and dedication to the MAPPA Unit in South Yorkshire. Over the many years, Dean has worked within MAPPA he has made real significant contributions to the new MAPPA Guidance and training of staff in various MAPPA agencies, which has contributed greatly to the safety of the public and victims within our local communities. We all wish Dean well in his retirement years.

This year has seen some significant changes in the Mappa Unit. The working model for the Mappa Police Manger and Probation MAPPA Coordinator has now changed to a more operation model

with the sharing of chairing MAPPA meetings and working more in partnership on strategic plans to ensure that the MAPPA unit continues to progress and develop in the future. Although this will be quite a challenge, it is one that we all relish.

We are also pleased to announce that in this reporting year there have been no serious case reviews in South Yorkshire. Evidence that staff in all agencies who work within the MAPPA process are robust in their assessment of risk, implementation of risk management plans and identifying those offenders who maybe at more risk of causing serious harm to the public.

We are looking forward to continuing with this new effective working relationship.

Polygraph and MAPPA



DC Richard Chambers
Polygraph Examiner
South Yorkshire Police

In September 2014, following successful completion of the course, South Yorkshire police went live and began conducting voluntary Polygraph Assessments that focused on Registered Sex Offenders (RSOs) and individuals under investigation for offences relating to Indecent Images of Children (IIOC).

The National Police Chiefs' Council (NPCC) also recognise Polygraph and it now forms part of the MOSAVO (Management of Sexual and Violent Offenders) strategic portfolio, led by Deputy Chief Constable Michelle Skeer.

Some category 1 MAPPA offenders will be subject to a mandatory or discretionary polygraph licence condition if they are risk assessed as high risk of harm or reoffending by the National Probation Service (NPS). However, due to the Police use of polygraph we can ensure that any MAPPA offender is offered the opportunity to participate in a voluntary polygraph assessment. This is a risk management tactic that is discussed and agreed in level 2 and 3 MAPPA meetings by all agencies in attendance.

Polygraph Assessments are used as a risk assessment tool and are not used as part of the investigation of any criminal offences. Officers use the assessments alongside other tools such as ARMS and Risk Matrix 2000 assessments in order to focus the work that they do with individuals. The aim of this work is to assess a person's level of risk of reconviction enabling appropriate resources to be directed to reduce and manage this risk effectively and proportionately. Any crossover to crime would be treated as any other piece of intelligence.

A Polygraph Assessment is a structured process and is divided into three parts namely, the pre-test interview, the polygraph test and the post-test interview. The assessment is conducted in a sterile focused environment and takes between 3-5 hours to complete.

Since their introduction, Polygraph Assessments have repeatedly shown their value and utility and have provided Offender Managers with a great deal of information that was previously unknown to them. People who have taken part in the assessments have made significant new disclosures regarding such things as unsupervised contact with children, concealed intimate relationships, offending patterns, thoughts and fantasies, offences, assured compliance, risks, acceptance of offending, and behaviour that potentially breached Court orders. Other individuals have also provided information that has lessened the concerns about them and their behaviour. These disclosures have generated referrals to other agencies to make sure that all the necessary child protection and safeguarding measures are in place.

There has been a significant number of children who have been safeguarded and removed from risk of harm and potential sexual abuse due to the polygraph assessments.

It is highly unlikely that these disclosures would have been made without the use of polygraph, as the amount of significant disclosures gained from a polygraph assessment is formidable.

South Yorkshire Police have conducted 230 voluntary tests to date with 173 of these being RSO's and 54 IIOC Bailers. Of the 176 RSO's tested, 10% have had their risk level increased, 17% have had their risk level lowered and 73% have remained the same risk level, following a polygraph assessment.

Recent significant disclosures unbeknown to the offender manager or Officer In Case:

- RSO disclosed babysitting for a neighbour who were unaware of his convictions – disclosure given to parents.
- RSO's have attended Polygraph having been in denial for years about their offending and have admitted to their offences for the first ever time whilst taking the polygraph assessment.
- RSO low risk. Agreed to polygraph and disclosed viewing IIOC, disclosed a new relationship, contact with children, and admitted to following a school girl on a bus. Disclosed that he was looking for an opportunity to reoffend against a child. Arrested, remanded in custody. OIC found over a million IIOC on 7 hard drives, a bag full of pictures of children and communications with paedophiles in Canada.

The role of the polygraph will only continue to grow as we embed further practices and legislation.

Nationally, numerous forces have trained officers in polygraph as they have seen the value as a risk assessment and intelligence tool.

SO15 (Special Operations Branch) have commenced using polygraph in Counter Terrorism and forces are beginning to look at other areas to utilise polygraph in areas such as Domestic Violence and Crime CHIS (Covert Human Intelligence Source)

Currently, Hertfordshire, Essex, Kent, Northumbria, Greater Manchester Police, Metropolitan Police Service (SO15 Counter Terrorism Unit) and North East Counter Terrorism Unit (NECTU – West Yorkshire) have also implemented Polygraph as part of their Risk Assessment and Intelligence tool as well as the National Probation Service and National Crime Agency (NCA).

Polygraph is currently undertaking a National Research Project and introducing mandatory testing in the form of conditional cautions and Sexual Harm Prevention Orders (SHPO'S). This will apply to Registered Sex Offenders (RSO's), Pre-conviction Internet Offenders (IIOC) and those RSO's who are due to have notification requirements removed (archived). The research project commenced in July 2017 and is due to be completed in 18-24 months.

DC Richard Chambers, Polygraph Examiner, South Yorkshire Police.

MAPPA and the Yorkshire & Humber Personality Disorder Project



Kay Radcliffe
Clinical Psychologist

I am a Clinical Psychologist working for the Yorkshire and Humber Personality Disorder Partnership (YHPDP) as part of the national Offender Personality Disorder (OPD) Pathway.

The OPD Pathway is a coming together of the NHS and HMPPS, in order for them to take joint responsibility for offenders with personality difficulties and YHPDP is the local implementation of this. The Pathway aims to ensure that health and Criminal Justice work in partnership to ensure that the management of offenders with personality difficulties is psychologically informed. In order to do this, the national OPD Pathway emphasises the importance of psychologically informed case management to develop pathways for offenders with personality difficulties who are at risk of serious harm to others. Given that many of the men and women who meet MAPPA criteria are likely to also struggle with the emotional and interpersonal difficulties that would screen them into OPD pathway, it is likely that a number of these cases will be subject to the MAPPA management process.

At YHPDP, the model which underlies our clinical practice is based on a systemic as well as individual understanding of personality difficulties. As a consequence, it requires that psychological theories and practices are applied widely to ensure that the organisation as well as the individual can reflect on these. YHPDP also sees the organisation as a container for emotion and therefore how the system reacts to the individual is considered to be an important part of our understanding. The reactions and processes that occur through MAPPA may therefore form part of our understanding of the difficulties someone is having and their risk. YHPDP attempts to consider how to make space for thinking, how to enable containment and consistency while remaining creative and flexible. The function is to think about how to maintain a safe, psychologically informed whole systems approach and MAPPA can play an integral role in this. MAPPA offers an opportunity for different parts of the system to come together to do some of this thinking, reflect on their own processes and how this might impact in risk and allow communication to prevent splits within the system.

In thinking about these principles, much of my role as YHPDP psychologist in the MAPPA process happens prior to the actual meetings. The OM and I meet to develop a formulation – or psychological understanding – of the person, the system, the risk and how we might be able to manage this person within Probation in a more psychologically informed way in order to reduce their risk of reoffending and improve their psychological wellbeing. As formulations are developed jointly between OMs and the psychologist, it is understood that OMs will have a level of ownership of the formulation and as such should feel confident in presenting it at a MAPPA meeting without the need for the OPD psychologist to be in attendance. Although as a YHPDP psychologist I do not routinely attend MAPPA meetings, I am happy to attend in certain circumstances when it is a particularly complex case or perhaps when the wider systemic issues at play need to be observed within the MAPPA process.

Kay Radcliffe, Clinical Psychologist

South Yorkshire MAPPA report is published online at: www.gov.uk

