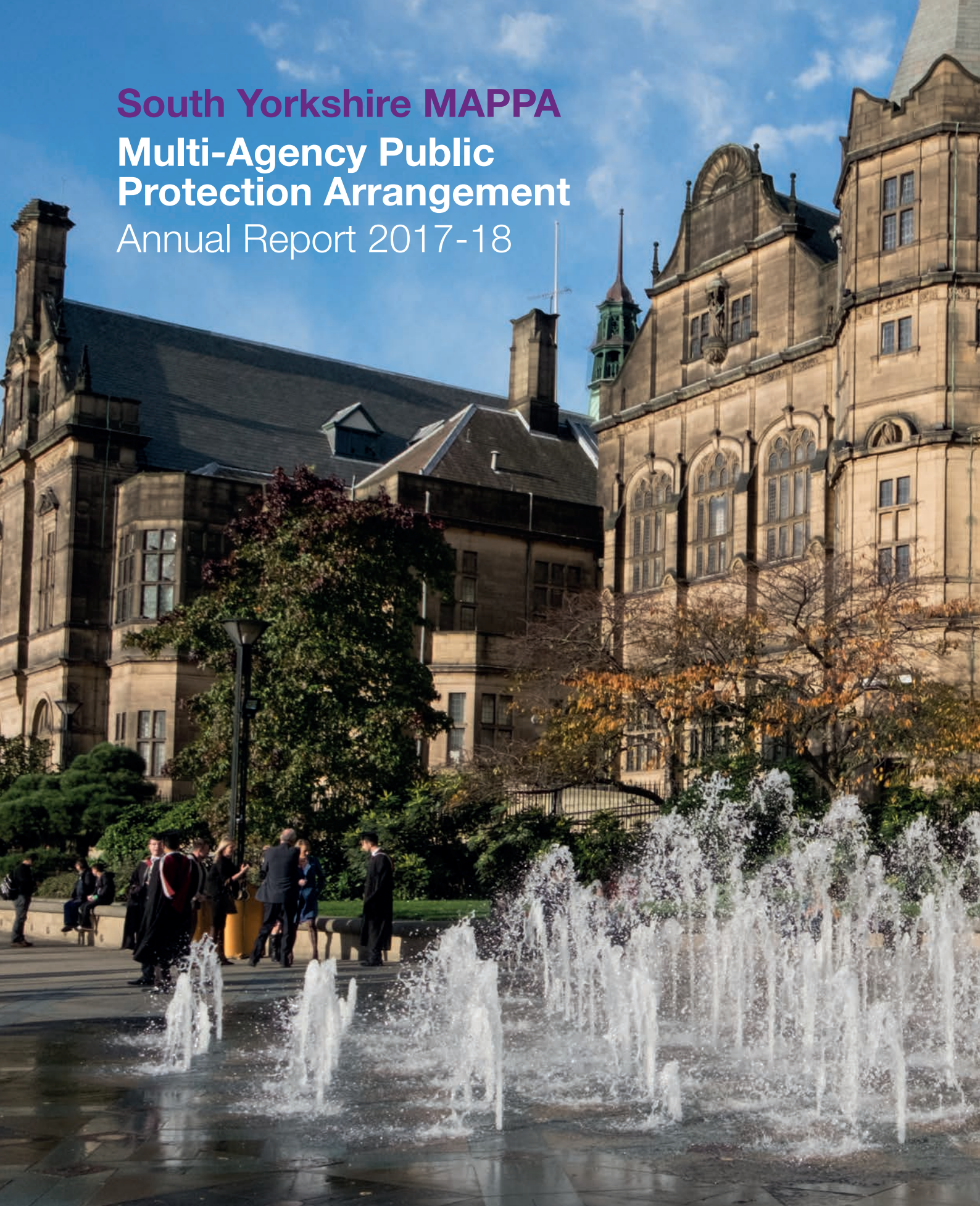


South Yorkshire MAPPA

Multi-Agency Public Protection Arrangement

Annual Report 2017-18





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ACO, Head of National
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Rotherham and Doncaster,
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Tim Forber
Assistant Chief
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Tim Beaston
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HMP Moorlands

Introduction

The South Yorkshire Multi Agency Public Protection Arrangements (MAPPA), Strategic Management Board (SMB) is pleased to present its 2017 - 2018 Annual Report.

This report brings together the contributions of agencies across South Yorkshire who work in partnership to manage those offenders who pose the highest risk of harm to our communities. Tackling and reducing the risk that violent and dangerous offenders pose remains a key priority for all agencies involved in public protection work.

Across South Yorkshire Police, National Probation Service and HM Prison Service, together with the Duty to Co-operate Agencies, have continued to work together over the past year to prevent crime and protect the public. This Annual Report offers an opportunity for MAPPA to demonstrate it is accountable to the community of South Yorkshire for the management of violent and sexual offenders. It sets out statistics showing the number of offenders managed under MAPPA by category and level and describes some of the work that is undertaken by the agencies involved in the Multi-Agency Public Protection Arrangements. Throughout 2017/18 the strength of the partnership between the Police, Probation and Prisons has continued to grow in South Yorkshire and these arrangements demonstrate strong collaborations across all agencies in the criminal justice system, working together to reduce the risk to the public posed by sexual and violent offenders. Some of the agencies working together provide further details in the report this year. One of the most important partners in public protection are members of the public and it is vital that they are aware of their responsibility to protect vulnerable members in our community by having the confidence to report any concerns and to know that local services will act promptly and appropriately to ensure the most vulnerable are protected.

Sally Adegbembo, ACO, Head of National Probation Service. Rotherham and Doncaster, Chair of South Yorkshire MAPPA SMB.

“South Yorkshire Police are committed to working in partnership to keep the communities of South Yorkshire as safe as they possibly can be. Local MAPPA arrangements operating under the oversight of the MAPPA Strategic Management Board ensure an environment of accountability, professional challenge and continuous improvement. This includes ensuring that local Multi-Agency Public Protection Arrangements are effective in managing those offenders who present the most risk. Through maintaining these arrangements, each agency contributes to combined plans which maximise efficiency and effectiveness. MAPPA service delivery is overseen and coordinated by the South Yorkshire MAPPA unit, which sees Police and Probation co-located to ensure a consistent and professional partnership response and effective information sharing to support the front line delivery of high risk offender management.”

Tim Forber, Assistant Chief Constable South Yorkshire Police

HMP Moorland actively works with MAPPA managed cases via risk assessment and Public Protection meetings. Staff in the Offender Management Unit have been trained in and update VISOR with any relevant information that comes to light via prison intelligence and we work closely with Offender Managers in the community. If at 6 months prior to release a decision is made to manage someone at level 2 or level 3 contributions are made to the meetings via the MAPPA F form and where possible representatives from the prison attend MAPPA meetings. The Head of Offender Management Services at Moorland sits on the MAPPA SMB panel and represents Governors from South Yorkshire prisons. We are actively engaged in MAPPA as part of our commitment to protect the public and prevent more victims as outlined in our Performance Agreement 2017-2020.

Tim Beaston, Governor, HMP Moorlands

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

MAPPA Statistics – South Yorkshire

MAPPA-eligible offenders on 31 March 2018	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1458	249	-	1707
Level 2	4	23	9	36
Level 3	1	1	1	3
Total	1463	273	10	1746

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	10	17	12	39
Level 3	0	1	2	3
Total	10	18	14	42

Registered Sexual Offenders

RSOs cautioned or convicted for breach of notification requirements	42
RSOs having had lifetime notification requirements revoked on application	1

Restrictive orders for Category 1 offenders

SHPOs & NOs imposed by the courts	SHPOs	NOs
	128	2
	0	

People subject to notification requirements for breach of an SRO	1
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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	3	6	11
Level 3	0	0	1	1
Total	2	3	7	12

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

Total number of Registered Sexual Offenders per 100,000 population	119
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This figure has been calculated using the mid-2017 estimated resident population, published by the Office for National Statistics on 28 June 2018, 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 2018 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2017 to 31 March 2018.

(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>

Serious Organised Crime in the NE

Debbie Addlestone (SPO) and Aimee Halls (PO) represent the NE in the National Serious Organised Crime Unit.

Serious Organised Crime Unit

We undermine and disrupt serious and organised crime in prisons and under probation supervision through effective collaboration to prioritise, target and robustly manage SOC nominals

- Organised crime is a threat to our national security. It costs the United Kingdom at least £24 billion each year, leads to loss of life and can deprive people of their security and prosperity. Crime groups intimidate and corrupt and have a corrosive impact on some communities. Cyber-crime undermines confidence in our communications technology and online economy. Organised immigration crime threatens the security of our borders and human trafficking is a pernicious form of modern slavery. Financial crime can undermine the integrity and stability of our financial markets and institutions.

Who is a SOC nominal?

- SOC nominals are part of a group who are broadly understood to plan, coordinate and conduct criminal activity on a continual basis. The crimes include Modern Day Slavery and Human Trafficking, drug importation and supply, firearms, money laundering, links to counter terrorism, prostitution, violence and murder. Since 2017 there has been a 700% increase in referrals for Child Sexual Exploitation.
- Each Serious Organised Crime group is mapped by the ROCU (Regional Organised Crime Unit). When processed the individuals fall into 4 categories: -
 - Principal Subject (the main ringleader/head of the group)
 - Significant Group Member (members instrumental in the activities/sergeants)
 - Peripheral Subjects (nominals linked to the group but not key to the activity)
 - Not yet known

Everyone is mapped on a matrix that scores intent and capability against criminality that then bands the person from 1a to 5b.

The Government published its Serious and Organised Crime Strategy in 2013. It uses the framework developed for counter terrorist work and has four main objectives:

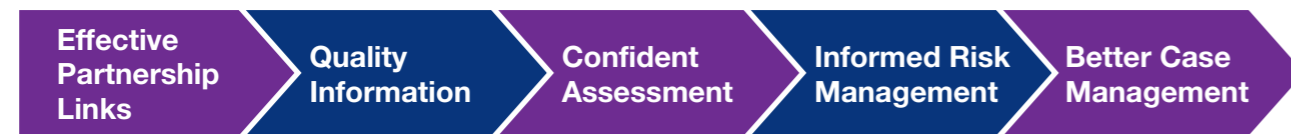


Cost of Organised Crime



This illustration shows the estimated social and economic costs of different types of organised crime. While costs do vary across the different crime types, differences in how the various estimates were calculated means they are not directly comparable.

What do the SOC team offer?



- Seamless conduit between partners sharing information and intelligence on behalf of the NPS. We are the single point of contact for NE NPS staff. We work within a national team with a national ethos.
- The National SOC Team is linked to various other units such as the National Intelligence Unit (NIU), Covert Human Intelligence Service (CHIS), Corruption Prevention Team (CP), Digital Investigation Unit (DIU), Security Risk Unit (SRU), Violence and Vulnerability Unit, Joint Extremism Unit (JEXU).
- We cover 22 prisons, 3 Regional Organised Crime Units, 8 police forces, 2 Regional Intelligence Units, 5 CRCs, NCA, 13 NE LDU clusters
- South Yorkshire Police Force is linked to the Yorkshire and Humberside ROCU.
- We work seamlessly with prison colleagues whose role is to disrupt criminal activity within the prison estate.
- Offer guidance, training, upskilling and support to front line staff.
- Built a network across the region of SPOC managers.
- Manage pre-release meetings for high risk (non level 2/3) MAPPA cases approximately 8 months prior to release. The threat of SOC

does not end after conviction, OCG Nominals continue to operate in custody and when they are under Probation supervision.

- Offer expertise in the management of SOC nominals, maintaining a disruption/intervention handbook.

What does the Threat look like in the NE?

High Priority Themes are Modern Day Slavery and Human Trafficking and Child Sexual Exploitation and Abuse.

Priority Themes are Prisons and Lifetime Management, Economic Crime and Money Laundering and Cyber Crime.

Significant Themes are Firearms, Drugs, Organised Acquisitive Crime.

No one crime type sits in isolation for example Modern Day Slavery often is linked to economic crimes, firearms, violence, drug crimes etc.

The growing threat is of what is known as County Lines. This is when gangs and organised crime networks exploit children to sell drugs outside of their usual operating area. Often these children are made to travel across counties using dedicated mobile phone lines to supply drugs.



Laura Gough
Service Manager
Child Protection

MAPPA and Doncaster Children's Services Trust

The Doncaster Children's Services Trust, launched in 2014, is commissioned by Doncaster Metropolitan Borough Council to undertake the day-to-day running responsibilities for the safeguarding of local children. In January 2018 Ofsted graded services as "good" for children in need of help and protection; children looked after and care leavers (Ofsted 2018).

An important element of keeping children safe is strong working together and partnership arrangements between agencies and organisations across Doncaster and which was recognised in the Ofsted inspection.

MAPPA is attended by a Trust operational member of staff and a service manager. This ensures that referrals to social care are generated for identified children in MAPPA, that the allocated social workers for known children are included in MAPPA arrangements and that the correct markers for MAPPA and Risk to Children are recorded on relevant children and adults records.

The recording of markers is significant as this not only offers safeguards for any children already open to the Trust, it also acts as a prompt for any future children that are referred to the Trust and that come into contact with an adult of concern. The markers contribute to the identification of risk and supports safety planning for children.

In 2017/18 the Trust was involved in 23 MAPPA discussions relating to 13 individuals that directly related to or posed a risk of harm to children. This included more than one discussion for some individuals. From these 13 individuals 10 were identified as having a significant relationship to a child, i.e. son, daughter, step child, sibling. There were 15 referrals made to the Trust to assess risk in relation to specific children thought to be potentially at risk following their identification at MAPPA.

Appropriate risk markers were added to Trust records for the 13 individuals. This allows for any future children referred to the Trust and who are linked to any of the 13 individuals to be identified and necessary risk assessments and action undertaken.

The service manager is placed in a central point for the Trust and works with key partners from across Doncaster through the management of the child protection service. This role also supports MAPPA in multi-agency safeguarding arrangements through leasing with key safeguarding staff from those agencies.

The Trust considers attendance at MAPPA an important safeguarding activity and which is an important contribution to the provision of good services for children in need of protection across Doncaster.

Laura Gough, Service Manager Child Protection





Darren Phillips
Probation Counter
Terrorism Lead - North
East Joint Extremism
Unit (JEXU)

MAPPA and the Counter Terrorism Unit

Over the past 12-18 months, the Probation Counter Terrorism (PCT) and South Yorkshire MAPPA teams have been working tirelessly to implement centralised processes regarding the management of Terrorist Act (TACT), TACT related and ‘of concern’ offenders.

We now have established representation from the PCT team at all MAPPA meetings where a TACT or ‘of concern’ cases is being discussed, which enables appropriate advice and guidance is communicated with all key stake holders, whilst also ensuring that any national amendments to policy and process are shared in a timely manner.

The positive relationship which has been developed has led to an open line of communication between the two teams and other key partners such as the regions Prevent Police team, in order to ensure that pre-release planning is commenced well in advance of any release. As such, the role of both MAPPA and the PCT team has sought to support and enhance the multi-agency decision making principles of MAPPA and this has been most evident in the effective (and collective) management of numerous TACT cases currently released within the South Yorkshire community.

The introduction of the Home Office’s Desistance and Disengagement programme, provides MAPPA with the ability to commission approved intervention providers perhaps best illustrates how effectively the MAPPA process facilitates and supports effective decision making and planning for this high profile cohort of offenders. With the support of the PCT team, MAPPA panel members are able to consider the evolving nature of risk and needs within this cohort of cases. This has been supported by specialised risk assessments such as Extremist Risk Guidance (ERG) being provided to MAPPA in order to support effective decision making both in terms of risk management and for the consideration the most appropriate Intervention Providers. On behalf of both MAPPA and the Homes Office, the PCT team have been able to facilitate the delivery arrangements of this programme, whilst ensuring that all progress reports and any ongoing concerns are fed back into the MAPPA process for consideration.

Darren Phillips, Probation Counter Terrorism Lead - North East Joint Extremism Unit (JEXU)



Doug Maillie
MAPPA Manager



Sally Fletcher
MAPPA Manager

Local update

It has been quite a year for the unit, with a few staff changes along the way. Kelly Platts and Eleanor Bull, MAPPA researchers have left to join other departments in the South Yorkshire Police Force and we wish them well in their new roles.

We would also like to welcome their replacements Falmai Gordon who commenced her post as a MAPPA researcher three months ago and Jill Curl who is due to commence her post in October. Both have come from other South Yorkshire Police departments, which have very different roles to the one they find themselves within the MAPPA Unit. We would also like to welcome our new lay adviser Sarah Thomas. Sarah has a wealth of experience working within many organisations and has brought her knowledge and experience to the MAPPA meetings. Sarah has attended and provided an independent view and voice to the MAPPA process in our support of protecting any further victims of serious crime. We hope to recruit one further lay advisor in the coming year to support the work of MAPPA.

This year we have recorded four Serious Further Offences none of which has resulted in a Serious Case Review. This shows the positive impact MAPPA has through working together with the responsible authorities and duty to cooperate agencies.

Doug Maillie and Sally Fletcher, MAPPA Managers

I joined the South Yorkshire MAPPA six months ago and have been able to attend meetings in Barnsley, Doncaster, Rotherham and Sheffield in addition to the Strategic Management Board meeting and the annual conference in London.

Generally, the meetings are inclusive and well attended by the relevant agencies who normally appear to be well briefed and contribute well to the meeting. The chair always invites attendees to voice their opinions and concerns and I have always felt able to raise issues relevant to the case under discussion. Occasionally there appears to be some difficulty in communication between relevant organisations involved in the case under discussion. This can potentially result in problems occurring.

One example is when a prisoner was released from prison and the relevant probation service was not informed in a timely manner. Good communication between regions is essential if criminals are likely to be released into a new environment with unfamiliar agencies dealing with the cases. All the services involved with MAPPA appear to carry extremely heavy caseloads and resources are finite. They appear committed to ensuring that the public are protected whilst facilitating the integration of the convicted individual into the community in an appropriate manner.

Sarah Thomas, South Yorkshire MAPPA Lay Adviser

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

