

South Yorkshire MAPPA Multi-Agency Public Protection Arrangement Annual Report 2018-19





Sally Adegbembo
ACO, Head of National
Probation Service,
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Chair of South Yorkshire
MAPPA SMB

Introduction

The South Yorkshire Multi Agency Public Protection Arrangements (MAPPA), Strategic Management Board (SMB) is proud to present its 2018 - 2019 Annual Report.

This report highlights the contributions of agencies who work together on a daily basis to manage those offenders who pose the highest risk of harm to our communities. A key priority for all South Yorkshire partners is our commitment to tackling and reducing the risk posed by violent and dangerous offenders.

South Yorkshire Police, National Probation Service and HM Prison Service, along with the Duty to Co-operate Agencies, continue to work together to prevent crime and protect the public. South Yorkshire MAPPA is committed to demonstrating its accountability to the public of South Yorkshire in managing those who commission violent and sexual offences. This Annual Report 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 2018/19 the strength of the partnership has continued to grow in South Yorkshire and these arrangements demonstrate strong alliances across all agencies in the criminal justice system, working in collaboration to reduce the risk to the public. This annual report affords the opportunity for some of the agencies to show case the work they do in supporting MAPPA each and every day.

South Yorkshire MAPPA is fortunate to work in communities that value local services and appreciate their responsibility to protect vulnerable members of our community and I take this opportunity to thank you for the confidence you have shown in reporting any concerns to local services throughout 2018/19. I encourage you to continue reporting any concerns to local services throughout 2019/20 and assure you of our continued support in acting promptly and appropriately to any matters you raise.

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



Tim Forber
Assistant Chief
Constable
South Yorkshire Police

South Yorkshire Police are committed to working in partnership to keep the communities of South Yorkshire as safe as they possibly can be. Local MAPPAs operating under the oversight of the MAPPAs 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. MAPPAs service delivery is overseen and coordinated by the South Yorkshire MAPPAs 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



Tim Beaston
Governor, Her Majesty's
Prison and Probation
Service, HMP/YOI
Moorland

Staff at HMP Moorland will work with MAPPAs managed cases via risk assessment and Public Protection meetings and are actively engaged in MAPPAs as part of our commitment to protect the public and prevent more victims as outlined in our Performance Agreement 2017-2020. Our public protection policy has been recently reviewed and a Public Protection Panel introduced. Preparations are in place for the Introduction of the Offender Management in Custody Case Management on 1 October 2019. 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.

At 6 months prior to release a decision is made whether to manage an individual offender at level 2 or level 3 and where this is the case contributions are made to the meetings via the MAPPAs F form. A representative from the prison will attend MAPPAs meetings when feasible. The Head of Offender Management Services at Moorland sits on the MAPPAs SMB panel and represents Governors from South Yorkshire prisons.

Tim Beaston, Governor, Her Majesty's Prison and Probation Service, HMP/YOI Moorland

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 Services, 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 DTC agencies.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA offenders who 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 between agencies to inform the risk assessments and risk management plans of those managing or supervising them.

That is as far as MAPPA extend in the majority of cases, but some cases require structured multi-agency management. 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 – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; 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 levels of management to ensure that resources are focused where they are most needed; generally those presenting the higher risks of serious harm.

Level 1 is where the offender is managed by the lead agency with information exchange and multi-agency support as required but without formal MAPPA meetings;

Level 2 is where formal MAPPA meetings are required to manage the offender.

Level 3 is where risk management plans require the attendance and commitment of resources at a senior level at MAPPA meetings.

MAPPA are supported by ViSOR. This is a national IT system to assist in the management of offenders who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when high risk offenders move, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system for the first time, improving the quality and timeliness of risk assessments and interventions to prevent offending.

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

MAPPA Statistics – South Yorkshire

MAPPA-eligible offenders on 31 March 2019	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1527	394	-	1921
Level 2	9	23	6	38
Level 3	1	0	1	2
Total	1537	417	7	1961

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	26	51	22	99
Level 3	1	0	1	2
Total	27	51	23	101

Registered Sexual Offenders

RSOs cautioned or convicted for breach of notification requirements	31
RSOs having had lifetime notification requirements revoked on application	1

Restrictive orders for Category 1 offenders

SHPOs & NOs imposed by the courts	SHPOs	115
	SHPOs with Foreign Travel Restriction	1
	NOs	3
People subject to notification requirements for breach of an SRO		1

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	1	1	4	6
Level 3	1	0	0	1
Total	2	1	4	7

Breach of SOPO/ SHPO	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	124
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This figure has been calculated using the mid-2018 estimated resident population, published by the Office for National Statistics on 26 June 2019, excluding those aged less than ten years of age.

Explanatory commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2019 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2018 to 31 March 2019.

- (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 are actually managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.
- (b) Registered Sexual Offenders (RSOs)** – those who are required to notify the police of their name, address and other personal details and to notify of any subsequent changes (this is known as the “notification requirement.”) These offenders are assessed and managed by the police. They may also be managed by probation or health services if they are subject to licence or a hospital order. Failure to comply with the notification requirement is a criminal offence that 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. These offenders are assessed and managed by the National Probation Service, Youth Offending Team or Mental Health Services.
- (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 MAPPA meetings. These offenders are assessed and managed by whichever agency has the primary responsibility for them.

(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 Harm Prevention Order (SHPO) (including any additional foreign travel restriction). Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders. They 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. They 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 (including 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 committed 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, including 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 full notification requirements.

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

(i) Lifetime notification requirements revoked on application

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place that allows qualifying sex offenders to apply for a review of their notification requirements. Persons do not come off the register automatically. Qualifying offenders may submit an application to the police to review their indefinite notification requirements. The police review the application and decide whether to revoke the notification requirements. This decision is made at the rank of Superintendent. Those who continue to pose a significant risk will remain on the register for life, if necessary.

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

Local update

This is my first year as a lay advisor to MAPPA in South Yorkshire. While I was aware of Mappa due to being the South Yorkshire District Mappa lead in DWP jobcentres till my retirement in July 2018, I have realised just how much more there is to the work involved by all the different agencies.

I have throughout this year attended the Mappa 2 meetings in all the 4 areas of South Yorkshire and have learnt of the different types of Mappa cases in each Area . I have also attended Mappa 3 meetings which have been very interesting due to the complexity of the types of cases being dealt with and have given my thoughts on different aspects. I have also attended Mappa Board meetings giving feedback when required on situations that have arisen during Mappa meetings. I have found my first year to be a further learning curve to gain more insight into Mappa .

Michael Speight, South Yorkshire MAPPA Lay Advisor

During the past year there has been an increase in the number of cases brought to the South Yorkshire MAPPA meetings for discussion.

The meetings have been well attended by professional bodies and chaired effectively. As a lay adviser I have always been invited to attend meetings and to actively contribute during the meetings. Unfortunately I am unable to attend every MAPPA meeting however due to other commitments.

Where concern has been expressed regarding communication between regions or between professional groups, this has been raised at the SMB in a timely manner.

Sarah Thomas, South Yorkshire MAPPA Lay Advisor





Steve Waddington
Leger Homes

St Leger Homes role within the MAPPA

As a **Duty to Co-operate agency**, St Leger Homes is a key member of Doncaster MAPPA, contributing positively in the process. Actively engaging in MAPPA meetings enables us as a housing provider to effectively manage risk to the public associated with accommodation placements for ex-offenders and to conduct reviews on the effectiveness of those plans.

Locally, we work with the South Yorkshire Police Public Protection Unit (PPU) where the police and probation work together to screen all MAPPA ex-offenders. This approach allows sharing and rapid dissemination of information between agencies involved in the management of ex-offenders. St Leger Homes is the lead partner who attains and provides information from and to the PPU relating to housing applicants who on their housing application form disclose a custodial sentence and/or offence details. This enables us to take into account risk factors, e.g. factors that underpin an individual's propensity and decision to offend. Where an allocation is deemed unsuitable due to its location (e.g. proximity to schools, parks etc.) the PPU contacts the applicant to inform them of the decision. This ensures a joined up comprehensive approach that not only supports the individual but also protects the wider community.

The following case study demonstrates how effective the process is:

Case Study Andrew*

Andrew a registered sex offender on release from prison resided in approved premises in the Doncaster Borough. He has two previous sex offence convictions both against children who were known to him through family. His last offence was five years ago.

Whilst in approved premises Andrew was allocated a Police Public Protection Officer who discussed his licence conditions with him and move on accommodation options. Andrew chose to complete and submit a housing application to St Leger Homes and commenced bidding on properties. Andrew successfully bided on a flat in a block that also housed families and was located close to a park and a school. St Leger Homes contacted the Public Protection Unit and spoke to Andrew's Public Protection Officer who agreed that the location and make-up of the block of flats was unsuitable for Andrew.

St Leger Homes contacted Andrew to inform him that the property location was not suitable and advised him to contact his Public Protection Officer for further clarification. Andrew withdrew his bid, continued bidding on properties, and was eventually allocated a property that met not only his housing needs but also his risk management needs. Police continue to monitor Andrew.

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