



**North Yorkshire**  
Annual Report 2019-20  
Protection through partnerships

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National  
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Service



# Foreword

This Multi Agency Public Protection Arrangements annual report provides an opportunity for the public to gain an insight of the partner agencies who have evidenced their continued commitment to keep individuals and local communities safe, through our collective and effective management of the most dangerous, violent and sexual offenders living within North Yorkshire and the City of York.

The nationally recognise Multi Agency Public Protection Arrangements provide a framework in which information can be shared, informing both risk assessments and the proportionate deployment of resources to target - and importantly support those offenders who are assessed as presenting a risk of serious harm to the public.

While the risks cannot be totally removed, it is important to recognised that reoffending by registered sex offenders is low. We cannot be complacent in this fact and professionals within agencies must continue to work together reducing identified risks and those of further offending.

This annual report aims to explain the work agencies complete in support of the public protection arrangements, our achievements within the last year, the innovation to improve our understanding and the joint responses in the management of the risks posed.

The last year has witnessed an unprecedented pandemic which has touched individuals, families, local communities and all aspects of society. Despite the challenges caused by the pandemic the Multi Agency Public Protection Arrangements have continued.

It is entirely appropriate to publicly acknowledge the commitment and hard work of those working within MAPPA locally and their continued high levels of professionalism when dealing with difficult and challenging cases, thank you.

**Allan Harder**  
**Chair**

North Yorkshire MAPPA  
Strategic Management Board

Detective Superintendent  
North Yorkshire Police



*“The last year has witnessed an unprecedented pandemic which has touched individuals, families, local communities and all aspects of society. Despite the challenges caused by the pandemic the Multi Agency Public Protection Arrangements have continued.”*

# 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.

# Our critical friends

The role of John Clarke and Melanie Welford-Carroll, North Yorkshire MAPPA's Lay Advisors, is one of oversight, offering a different perspective in the MAPPA processes, representing the voice of the community, asking questions and contributing to strategic decision making.

This is achieved by sitting in as observers in MAPPA case meetings, where professionals from the Responsible Authorities (RA) meet with professionals from the Duty to Cooperate Agencies (DTC) to discuss the management of individuals who have been released from prison on licence. This is the forum in which the individual's risk assessment is closely examined and challenged, and any further steps that can be identified to mitigate such risks are added into their case management. At the end of each case meeting, as lay advisors, we file a short report, evaluating prescribed protocols and pass the report to the North Yorkshire MAPPA coordinator.

Our second layer of oversight comes by attending the sub-committee known as the Delivery Group. These meetings are usually held in the fortnight preceding the Strategic Management Board (SMB). These meetings serve as a review of the executive function of North Yorkshire MAPPA and establish a clear link between day to day case management issues and the main board, SMB. The third tier of oversight is our attendance at the SMBs.

Here, issues that are flagged up by the Delivery Group are discussed, the strategic level Risk Register is reviewed and amended as appropriate, KPI's are looked into and any attendance issues are flagged up. The business plan and communication strategy are monitored and evaluated.

It is pleasing to see that the professionals from all of the RA and DTC give absolute commitment to MAPPA. The level of engagement and dedication of the teams is outstanding, allowing the pooling of knowledge and inter-agency cooperation which

helps keep us as safe as possible, while at the same time helping offenders to attempt to get their lives on track.

The adhoc processes we, as lay advisors, can be involved in include Serious Case Review, complaints procedure, MAPPA guidance consultations and other Ministry of Justice performance reviews.

There is also a national MAPPA lay advisors' conference held every few years. This is a forum in which best practice is shared and any updates in protocols are explained. The January 2020 conference included speakers from academia, the National MAPPA team and experienced lay advisors. It was a hugely useful environment in which to compare our experiences of the role with others from around the country, and to take away up to date knowledge and understanding of the information sharing website for lay advisors.

During this reporting year Covid-19 has become an issue and MAPPA has adapted its usual protocols. Case meetings, delivery groups and SMB have all been held remotely via Microsoft Teams, with outstanding attendance at each. Considerable thought has gone into finding ways to manage MAPPA cases. Although face to face contact with Very High Risk and High Risk service users has remained a priority, contact by telephone has been maintained with others where risk levels have allowed for this.

While it is impossible to ensure 100% of MAPPA managed cases do not go on to reoffend, the layers of control, monitoring, evaluation and reporting of risk within North Yorkshire MAPPA is excellent. As lay advisors, attempting to represent the local community, we feel our contributions and views are listened to courteously by all the professionals involved in MAPPA, and where appropriate, are acted upon. It is very reassuring to have learnt so much about the MAPPA process and we look forward to working with the wide range of MAPPA professionals in the coming year.

The last eight months of 2020 have witnessed significant changes in practice for all concerned with MAPPA planning and delivery.

All local MAPPA in North Yorkshire have moved on-line, as have the Strategic Board meetings and delivery sub-groups. From my perspective, this move has taken place in a well planned and relatively seamless manner.

Just prior to the first national lockdown, I was invited to take part in a meeting with the Chief Executive Director (CED) Performance of HM Prison & Probation Service who was visiting North Yorkshire and meeting a range of staff in different settings. One area of work that he wished to find out about was that of MAPPA and within that, the views of a lay advisor. This was interesting to be involved in and feedback on the services from the CED was good.

Another work area that has now to take place in a virtual world is that of complaints.

Like all statutory organisations, as do most private and voluntary, North Yorkshire's MAPPA is required to have a complaints procedure. It is always interesting to see how well a procedure relates to practice and I was involved in a second tier complaint during the past few months.

This complaint was from an individual service user and required a sub-group of the Strategic Management Board to explore whether the complaint should be upheld or dismissed.

I found the process to be thorough and well implemented, another testimony to the professionalism of North Yorkshire MAPPA.

**John Clark**  
Lay Adviser



# Change and challenge

Alongside many other professions, the impact of the Covid-19 pandemic and lock down measures changed the way in which I work as an offender manager overnight.

The challenge was met with great team work across the partnership. I have been proud that we have prioritised public protection during an unprecedented change and have embraced new methods to keep the public safe.

Under Covid-19 face to face contact with Very High, High Risk and other priority cases has been maintained. However, a number of traditional office appointments have become doorstep home visits and other contact has been maintained by regular telephone calls. One of the most significant challenges has been working with those who have been homeless or have not have access to a phone.

In the North East, the National Probation Service has supported offender managers to address this by providing basic mobile phones for service users to contact their offender manager, and by setting up a specific team to support those who were homeless into accommodation.

The move away from office visits has provided benefits to risk management and rehabilitation. Undertaking more home visits during the day, when service user's families are at home, has meant I have had more contact with service user's support systems. This has helped families to understand and support our service users in complying with their restrictions. While also providing an opportunity to be professionally curious and learn more about the service user's circumstances and home life.

For some service users I have found that the ability to complete offence focused work at home over the phone in a private space has been a positive experience. A service user told me he found it more comfortable and in turn productive to sit at home and complete the work over the phone. Whereas for others, with the absence of private space away to concentrate on the work has made it challenging.

Covid-19 has also changed the way service users access support, and in my practice, I have sought support from both partner agencies and the third sector. An example of this is Andy's Man Club; before Covid it was run as a face to face support group in multiple locations across the UK. However, under Covid, it has used Zoom to create virtual clubs to support men across the UK.

With a significant increase in isolation, virtual support services and helplines have been a good tool to support those for whom isolation is a risk factor. I have seen more service users engaging with these services, as many were anxious about initially walking through the door of the venue.

Feedback from one service user's experience of Andy's Man Club: "I know isolating myself isn't good for me, and living alone during lockdown it was nice to join the virtual meeting and be welcomed; people are happy to see me. I'm looking forward to the day we have the group in person, I was very nervous to go in person to the group but attending the virtual group means I know what to expect."

Covid-19 has again highlighted how close collaboration, equally within my team and inter-agency, is central to public protection. As an offender manager I rely on the information sharing, support and joint working from my colleagues within the partnership to manage risk. With my support working largely remotely, we utilised technology for communication between agencies to keep information flowing, enable decisions to be made and maintain public protection.

Attending MAPPA's through Microsoft Teams was invaluable. At a time when as a nation we were having to isolate, remote MAPPA meetings have supported interagency working and ensured we remained connected virtually.

**Rebekah Goodwill**  
Offender Manager  
Scarborough Probation Office

# What 'Teams' are made of

Covid-19 is the disease caused by the new strain of the Corona virus which appeared in Wuhan, China, at the beginning of December 2019. Since the start of the century two other coronaviruses have jumped to humans, causing a SARS outbreak in 2002 and the MERS outbreak in 2012.

It appears that no one really saw this disease coming and if they did it's doubtful that they could have anticipated how quickly it would spread and the global impact this pandemic (as it's turned out to be) was going to have, not least in the hundreds of billions of pounds in Government spending, but more significantly the human cost to it; the insurmountable most terrible effects on individuals, families and businesses.

As the disease proved to be highly infectious countries acted to lock down non-essential services and where they could be maintained from operating alternative delivery models' offices and organisations closed their doors and on mass people began working from home.

For the Responsible Authority (RA), namely the National Probation Service (NPS), Police and Prisons and the Duty to Cooperate (DTC) agencies this was no different. However, a significant amount of frontline work could not be delivered remotely and continued at the coal face under new restrictions. Social distancing, the wearing of face coverings, use of alcohol hand gel, frequent hand washing, introduction of physical barriers, use of PPE, reduced face to face/side to side activity time, meeting outside where possible, door step home visits and smaller work bubbles all became part of normal daily working life.

In MAPPAs the same applied. We needed to ensure that the protection of the public and victims and the risk management of some of our most dangerous offenders was not compromised.

It was vital to ensure that resources deployed to monitor, and control MAPPAs nominals remained

accessible, that interventions and treatments available to assist in building protective factors were effective and that supervision and face to face contact was upheld in line with risk levels, whilst adhering to strict health and safety regulations in accordance with government guidance.

There's no doubt that it meant a different way of working and in March 2020 MAPPAs Coordinators were required to develop a local MAPPAs Exceptional Delivery Model (EDM) to ensure service delivery was maintained.

One of the most significant areas of work requiring an alternative operating model was the way in which our MAPPAs L2 and 3 meetings were held. Since MAPPAs was rolled out in North Yorkshire in 2002 these have been held on a weekly basis across the respective NPS offices, covering York, Harrogate, Skipton, Scarborough and Northallerton. As in the case of other interactive face to face meetings we had all been so used to holding these in this way but clearly this had to change.

The MAPPAs public protection administrators were pivotal in our progression at this point, to move to delivering virtual meetings. Initially they organised these to be held by telephone conferencing.

The invitations, confidentiality statements and sharing of documents (no longer being physical at the meetings) were appropriately adapted and to ensure attendees contributed to the evaluation of how things were progressing a survey monkey was shared for every meeting to ensure that direct feedback was received in regard to the perceived quality of the meetings and whether there were any concerns in this respect.



In general, feedback was really positive and supportive. Attendees felt they were given the opportunity to make their valuable contributions to the meetings, the length of them remained appropriate and attendance was very good. However, the theme of missing face to face contact and engagement ran through a good majority of the feedback received, despite people at that point acknowledging that this was unavoidable.

As soon as we received guidance from the MAPPAs national team that the use of Microsoft teams could be used for MAPPAs meetings; so long as local IT clearance was given, we consulted with North Yorkshire Police IT who provided us with this assurance.

The MAPPAs administrators forged ahead to improve this part of the MAPPAs EDM and ensured the transition to moving to meetings by Microsoft Teams was smooth and accessible to all. They provided a great deal of support and guidance to MAPPAs Chairs who rely heavily on their organisational skills, the strong relationships they hold with countywide Single Points of Contact (SPOC's) and their positive 'can do' approach to managing the meetings from the point of referral to completion of minutes, actions and closures.

The EDM for MAPPAs at first proved a great challenge, as I'm sure was felt by all organisations in the early days of developing new and safe ways to work. However, with the excellent support of our MAPPAs administrators, the strong partnerships across the RA and DTC agencies, and individual's resilience and willingness to pull together, we can honestly say that it has been a success, as evidenced also by attendees' feedback at meetings.

There is no doubt that a lot of us miss the physical human interaction, the convenience of being able to turn to your colleague and discuss practice, to find a solution together and to hear the views of others.

However, we have worked hard to ensure that this hasn't been lost and that the risk management of MAPPAs nominals and the support of our staff

remains as paramount now as it was before Covid hit and our work practices were no longer fit for purpose.

As we look forward, we can only imagine when it will be safe again to physically meet, to work within two metres of someone and to leave our homes most mornings to go into work.

*“In the meantime, we can rest assured that in North Yorkshire we have a robust ‘exceptional delivery model’ to work to, which in our evaluation so far has significantly mitigated against the risks presented from the pandemic we all currently have to manage”.*

# Healthier outcomes

The Designated Professionals Safeguarding Team and Primary Care safeguarding team, Adult and Children, North Yorkshire and York, have continued over the past year to contribute to robust information sharing processes in respect of MAPPA clients with health providers, including GPs and hospital trusts.

Initial level 2 and 3 MAPPA meetings continue to be attended by a clinical commissioning group designated professional or Primary Care safeguarding nurse who ensures that agreed proportionate risk assessments are shared with the relevant GP and other health providers as necessary. Guidance on the safe management of this information within health provider records has been developed, which includes the process when notification of MAPPA closures are received.

An audit of this process within Primary Care has highlighted that there has been clarity of information provided regarding any risk and actions to be taken and the information has been recorded appropriately alerting all staff to MAPPA status and any risks. This enables health staff to offer safe and effective support to meet the patient's needs and protect staff where necessary.

The Primary Care safeguarding team have also continued to offer support to a GP practice linked to the approved premises (AP) within the local area. The Designated Professionals Safeguarding team and Primary Care safeguarding team have continued to prioritise attendance at MAPPA throughout Covid, adapting to attendance at meetings virtually.





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# Rehabilitation in action

## Case summary: 'Mark'

Mark pleaded guilty at Crown Court to an offence of rape of a female child (relative) and received a 30 month sentence.

## Pre-sentence work

Prior to sentencing there was some key work completed with partners to set the scene for his likely custodial sentence and the management of risk in custody and on release.

A Pre-sentence report that incorporated an AIM 2 (sexual harm assessment) was completed. The Youth Justice Service (YJS) worked closely with the Children and Families Service who had prior knowledge of Mark and co-worked the AIM 2 assessment.

A wide multi-agency team came together from School, Child and Adolescent Mental Health Service (CAMHS) and the Youth Advocacy Service with further specialist assessments being completed by a Forensic Psychologist and Speech Language therapists based with the YJS.

The report for court also considered where Mark would be best managed within a custodial setting. A placement was agreed in advance within a secure children's home, which specialised in work around sexually harmful behaviour and was also able to manage Mark's own vulnerabilities.

## Custodial work

The programme at the secure unit was extensive.

An initial psychological formulation was completed, and focussed on sexually harmful behaviour Interventions, emotional health, behaviour, relationships and attainment within his housing unit, and education levels and achievements.

Biofeedback sessions were used to help Mark understand how his body responds to certain stimuli and ways he can be aware of and control these impulses.

As the sentence progressed Mark's risk formulation was reviewed, with an AIM 3 assessment replacing the initial AIM 2, and a recognition that areas of anger towards family members combined with ability to manage negative emotions, emotionally regulate and poor assertiveness skills related to low self-esteem and internalised anger and frustration were key triggers. A further key risk related to Mark's social isolation and lack of any current friendship group.

Given his progress Mark was assessed as suitable for the semi-independent living unit within the secure unit. This assisted to improve his self-confidence, self-management, assertiveness and assisted him to develop feelings of 'self' and self-worth.

## Release and outcomes

A MAPPA Level 2 meeting was held prior to release and a joint multi agency risk management plan was formulated.

The plan covered a further referral to Children Social Care to monitor relationships between Mark and his mum, a key risk area identified within the initial assessment. Appropriate consideration was given to victim safety planning, which involved the Probation Service victim liaison officer.

External conditions were included in his licence. Stringent conditions were also included in the SHPO to manage the concern around internet usage.

Mark has been rehabilitated well back into the community. Sexually harmful behaviour work using the AIM Good Lives Model has continued.

A work placement was set up, disclosure made and a safety plan in place. Positively this has been a great success and he has been offered a part time job.

Due to Mark's growing self-belief and self-confidence the YJS have been able to facilitate numerous positive activities for him. All the activities reduce his isolation and there has been no known offending since his release.

Regular community reviews have taken place sitting alongside MAPPA Level 2 meetings and his risk has now reduced to Level 1.



# Wellbeing matters

North Yorkshire County Council, Health and Adult Services members of the North Yorkshire County Council (NYCC) Adult Safeguarding Team are representatives for Health and Adult Services (HAS) at MAPPA Level 2 meetings. For MAPPA Level 3 meetings a senior manager from one of our Mental Health teams attends.

A high number of offenders HAS are involved with in MAPPA have mental health needs, having the service manager from the mental health team involved ensures that this expertise is available.

For both the MAPPA Level 2 and 3 meetings Health and Adult Services attendees contribute to the risk assessment and management plan that safeguards the offender, victims, other individual adults and children at risk or the general public.

For MAPPA Level 2 meetings the safeguarding officers attend all initial meetings. If there is a current involvement with either the offender or a victim, from Health and Adult Services, their allocated worker is also invited to the meeting, as they are able to share specific relevant information and contribute to the discussions.

For review meetings it is considered on a case by case basis whether there is a requirement for the safeguarding officer to attend with the allocated worker. The risk the offender poses to professionals is also identified in the meeting and this is of great value because it enables Health and Adult Services to record on their electronic records the type and level of risk and document a management plan. This means professionals are aware and can take appropriate action to reduce/remove the risk to themselves and their colleagues.

The Health and Adult Services representative brings knowledge and experience in terms of our statutory duty around assessing, determining

eligibility and supporting individuals under the Care Act 2014.

As such they may identify it is appropriate for the relevant agency to refer the offender or a victim for a needs under the Care Act 2014 if there is an appearance of care and support needs and consent to the referral. The aim of a needs assessment is to establish how much support is needed to enable the person to live as independently as possible and promote their wellbeing.

Equally, a victim or offender may have needs as a carer for an adult and their caring role may have an impact on their wellbeing so they can be offered a carers assessment.

It may be suggested that a referral to the Living Well Service is considered. Living Well can support adults who are currently not eligible for on-going social care support, but may require help and support to find their own solutions to their health and wellbeing goals.

If during the MAPPA meeting it is identified that any adults who appear to have care and support needs are experiencing, or are at risk of abuse or neglect and as a result of those needs they are unable to protect themselves it may be suggested that an adult safeguarding concern is raised to the Local Authority.

Along with the Care Act the other key area of knowledge the Health and Adult Services representative brings is in terms of our duty under s117 of the Mental Health Act 1983. Following detention under a relevant section, this is joint statutory responsibility with the Clinical Commissioning Group to consider what a person requires to prevent a deterioration of their mental health and re-admission to a mental health hospital. Both the Care Act and Mental Health Act duties intertwine with the Mental Capacity Act 2005 and knowledge of all three are vital in ensuring appropriate actions are taken.

Our experience is that all agencies in attendance at the meetings are committed to achieving high standards of practice and always demonstrate effective teamwork.

The meeting enables resources, knowledge and expertise to be shared between the different organisations and relevant information is provided in a secure and timely way. This positive engagement has continued during the time of Covid-19 through conference calls and good use of technology.

## Case study

Health and Adult Services have recently been involved with an offender who was nearing the end of his sentence and there were significant concerns about how the identified risks would be managed under the legal frameworks available.

Although not previously known to us prior to the referral from MAPPA it was determined that, the offender had been under a relevant section of the Mental Health Act 1983 and had s117 eligibility. There were question marks around which local authority was responsible for considering his s117 eligibility. As this is a complex area of law, we sought timely legal advice to inform our thinking. We reached a decision to work in a proactive way with our partners in the Clinical Commissioning Group and Community Mental Health Team to undertake the assessment on a without prejudice basis as to date we appeared to be the local authority which had the most involvement with the offender. A virtual assessment was arranged at short notice with relevant people.

During the MAPPA meetings we also provided clarification around Care Act responsibilities and how to obtain a social care assessment from the relevant locality authority. We recognised these contributions were vital to provide the wider MAPPA partners understanding of the legal responsibilities and limits that are afforded under s117 and the Care Act, which in turn informed the multiagency risk management and protection planning.

# Criminal and civil order

This year has seen DC Debbie Verrill take over the role of Criminal and Civil Orders Officer for North Yorkshire Police (NYP).

Debbie's background was working in CID before she moved into MAPPA where she managed Registered Sex Offenders (RSOs) in York.

Having worked in partnership with the National Probation Service, Prisons and MAPPA Duty to Co-operate agencies to manage the risks posed by RSOs, along with carrying out a number of in-depth online investigations, Debbie was successful in securing the post of Criminal and Civil Orders Officer earlier this year.

The Criminal side of these orders has seen some recent modernisation with the use of the Nationally recognised MG13. This affords a smoother application process, thus providing more time for the NYP officer to concentrate on the complex civil order applications.

Although as a result of Covid-19 we have seen national and local lockdowns during 2020, this has meant people have spent increasing time in their homes - which in turn has resulted in increased use of the internet. Unfortunately, these circumstances have led to a rise in online offending and the demand for prohibitive orders has been greater than previous years.

The last few years have also seen a change in the use of devices and how sophisticated they have become. The technology and use of applications continues to expand and a large number of orders have required updating to take account of these changes in order to manage the risks new technology presents.

The success of the digital examiner has also increased the need for new orders. The digital examiner attends the home of RSOs and carries out routine and device checks. Appropriate action is taken where it is found that orders have been breached or where new offences are detected.

Civil orders are going through a pattern of change and challenge as the threshold for securing them is heightened.

*“It has been an unusual year for many but our criminal and civil orders officer continues to respond to the legal challenges arising and works hard to secure the necessary orders to assist in the management of some of the most dangerous offenders living in our communities.”*



# Polygraph and policing

The aim of utilising polygraph within policing at the current time is to provide additional information to support the risk assessment of post-convicted sex offenders and those under investigation for Indecent images of children (IIOC - precharge), to enable effective and informed risk management and safeguarding of potential victims.

The information obtained during a polygraph examination will provide a scientific, objective contribution towards risk assessment.

Since the introduction of polygraph in October 2020, six tests have been conducted during the initial six week period. These examinations have provided valuable information to ensure children are safeguarded and risk management is maximised.

Two tests focusing on safeguarding, plus a further test to verify information, have taken place with precharge suspects for Indecent Images of children offences.

Both tests have provided valuable information to support the continuation of bail conditions (including at a magistrate's court bail hearing). The results disclosed a breach of bail conditions in term of unsupervised child contact at a family address. This was able to support the bail extension hearing and negate a court application for the removal of bail conditions. Another test proved untruths during test questions around sexual contact with children. Despite the individual refraining from disclosing detail of this it did provide information to assist in managing risk.

Three tests have been conducted on convicted registered sex offenders managed by the Offender Management Unit.

Two of these have been applications from Registered Sex Offenders for a review of their lifetime notification requirements, otherwise known as S91F applications.

Both of these have focused around whether the subject has reoffended during their 15-year period of management. Both tests have demonstrated that the subject has been truthful and has provided supporting information for their applications.

The other test has been used to assist decision making for a SHPO discharge application. The subject disclosed what he believed to be a breach of his Sexual Harm Prevention Order (SHPO) conditions and led to a voluntary interview.

Due to the wording of his SHPO this did not constitute a criminal offence (SHPO breach) and no further action was taken. This material along with his management history will be used in the decision making process for the SHPO discharge application.

# MAPPA statistics

## MAPPA-eligible offenders on 31 March 2020

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	871	217	/	1,088
Level 2	4	0	3	7
Level 3	0	0	0	0
<b>Total</b>	<b>875</b>	<b>217</b>	<b>3</b>	<b>1,095</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	33	23	20	76
Level 3	2	3	0	5
<b>Total</b>	<b>35</b>	<b>26</b>	<b>20</b>	<b>81</b>

## Registered Sexual Offenders

RSOs cautioned or convicted for breach of notification requirements	21
RSOs having had lifetime notification requirements revoked on application	7

## Restrictive orders for Category 1 offenders

### SHPOs & NOs imposed by the courts

SHPOs	79
SHPO with foreign travel restriction	2
NOs	0
People subject to notification requirements for breach of a SRO	0

## Level 2 and 3 offenders returned to custody

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
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### Breach of licence

Level 2	3	4	6	13
Level 3	0	0	0	0
Total	3	4	6	13

### Breach of SOPO/SHPO

Level 2	1	/	/	1
Level 3	1	/	/	1
Total	2	/	/	2

## Total number Registered Sexual Offenders per 100,000 population 117

This figure has been calculated using the Mid-2019 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics, excluding those aged less than ten years of age.

# Explanation commentary

## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2020 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2019 to 31 March 2020.

(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 require 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.

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