

South Yorkshire MAPPA Multi-Agency Public Protection Arrangements Annual Report 2023-24



Introduction

Welcome to the 2023/24 Annual Report of the South Yorkshire Strategic Management Board (SMB) Multi Agency Public Protection Arrangements (MAPPA).



MAPPA is a partnership between agencies to manage the risk presented by violent and dangerous offenders. The local MAPPA arrangements ensure that a framework is in place to manage those offenders who pose the highest risk of harm to our communities.

The Police, Prison, and Probation Service work together to ensure that the risks posed by specified violent and sexual offenders are assessed and managed appropriately, in liaison with many other agencies who are integral to this work. All agencies working within MAPPA are represented on the SMB to protect the public in South Yorkshire.

South Yorkshire Police remain committed to working with our partners to prevent crime and protect the public, and together we strive to keep our communities safe. This report provides an opportunity for the wider public to gain a greater understanding and insight into the work undertaken by the public sector and partner agencies in working together.

The co-located South Yorkshire MAPPA Unit, comprising Police and Probation staff, continues to ensure the consistent and professional delivery of high-risk offender management.

I am delighted to now chair the SMB for South Yorkshire and look forward to continuing the work with all our partners and to make South Yorkshire a safer place.

Hayley Barnett, Assistant Chief Constable South Yorkshire Police,
Chair of South Yorkshire MAPPA Strategic Management Board



The South Yorkshire MAPPA annual report 2023/24 provides an opportunity for the wider public to gain a greater understanding and insight into the tremendous work undertaken by public sector and partner agencies working together, to keep our communities safe from those individuals assessed as presenting the highest risk of committing offences resulting in serious harm.

MAPPA provides a strong framework for pro-active inter-agency sharing of information, joint agency assessment, risk management planning, and effective and active case conferencing; all of which contributes to the efficient deployment of resources to reduce and prevent re-offending by violent and sexual offenders, ensuring that the highest level of resource is allocated to the most dangerous perpetrators.

Probation, Police and Prisons share the statutory responsibility for ensuring robust MAPPA arrangements are in place across South Yorkshire and this is a responsibility taken seriously by all three agencies; the shared vision of MAPPA allows these statutory agencies to prioritise the relevant cases to protect the public effectively. All staff involved in MAPPA deserve recognition for their professionalism, dedication and tireless work to keep our communities safe and prevent future victims or people being re-victimised. This report evidences the excellent work completed by all agencies involved in MAPPA and I am proud of the work undertaken by South Yorkshire Probation Service who identify and assess MAPPA offenders to ensure this excellent multi-agency resource is targeted correctly and work diligently within this framework to create strong partnership working and therefore risk management. I am very pleased to present this report.

Rebecca Campbell, Head of Sheffield Probation Delivery Unit, His
Majesty's Prison & Probation Service



HMP YOI Moorland is a resettlement prison serving Yorkshire and the Humber. We are committed to working with partners to ensure people in prison are provided with every opportunity to address their offending behaviour and safely resettle into the community. Public Protection is our priority and underpins all our resettlement activities. Our Prison Offender Managers work in partnership with Community Probation Practitioners and South Yorkshire Police, by providing intelligence and presenting evidence in MAPPA meetings to ensure that information is effectively shared. Our Heads of Offender Management Delivery are Senior Probation Officers who represent South Yorkshire Prisons at the Strategic Management Board.

Jennifer Wills, Governor, His Majesty's Prison and Probation Service

What is MAPPA?

MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by individuals who have committed the most serious sexual, violent and terrorist offences (MAPPA-eligible individuals) 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, Department for Work and Pensions and Local Housing and Education Authorities.

Local Strategic Management Boards (SMB) comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA within their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA SMB.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA-eligible individuals 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 individuals 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 more senior oversight and structured multi-agency management. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.

There are 4 categories of MAPPA-eligible individual:

Category 1 – subject to sex offender notification requirements;

Category 2 – mainly those convicted of violent offences and sentenced to 12 months or more imprisonment or a hospital order;

Category 3 – individuals who do not qualify under Categories 1, 2 or 4 but whose offences pose a risk of serious harm.

Category 4 – terrorism convicted and terrorism risk individuals

Data on Category 4 individuals is not included in this report due to data protection issues related to low numbers. This data will be aggregated and published nationally.

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 individual 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 individual.

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 individuals who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enables the safe transfer of key information when high risk individuals move between areas, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system, 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 2024	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1815	700	-	2515
Level 2	3	1	4	8
Level 3	0	0	0	0
Total	1818	701	4	2523

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	24	27	27	78
Level 3	1	1	3	5
Total	25	28	30	83

Notification Requirements

Category 1 cautioned or convicted for breach of notification requirements	32
Category 1 who have had their lifetime notification revoked on application	10

Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	151
SHPO with foreign travel restriction	0
Notification Order	5
Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO)	2

Level 2 and 3 individuals returned to custody

Returned to custody for breach of licence	Category 1: Subject to notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	3	8	7	18
Level 3	1	0	1	2
Total	4	8	8	20

Breach of SHPO	
Level 2	0
Level 3	0
Total	0

Total number of individuals subject to sex offender notification requirements per 100,000 population	147
--	-----

This figure has been calculated using the mid-2023 estimated resident population, published by the Office for National Statistics (ONS) on 15 July 2024, excluding those aged less than ten years of age.

Consistent with previous publications up to 2021/22, this figure is based on the midyear of the publication period. For 2022/23 publication, the population figure was based mid-2021 instead of mid-2022 due to a change in publication schedule by the ONS. As such, the current figure may not be directly comparable with last year's figure.

Explanatory commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible individuals, broken down by category, reflect the picture on 31 March 2024 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2023 to 31 March 2024.

(a) MAPPA-eligible offenders – there are individuals defined in law as eligible for MAPPA management because they have committed specified sexual, violent or terrorist offences or they currently pose a risk of serious harm. The majority are managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible individuals living in the community. They do not include those in prison or detained under the Mental Health Act.

(b) Subject to Sex Offender Notification Requirements – 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 individuals 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 – individuals convicted of violent offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order and a small number of individuals convicted of sexual offences who are not subject to notification requirements. These individuals are assessed and managed by the Probation Service, Youth Offending Team or Mental Health Services.

(d) Other Dangerous Offenders – individuals who do not qualify under the other MAPPA-eligible categories, but have committed an offence that indicates that they pose a risk of serious harm which requires management via MAPPA meetings. These individuals are assessed and managed by whichever agency has the primary responsibility for them.

(e) Terrorism and Terrorism Risk Offenders – individuals subject to terrorism offender notification requirements; individuals convicted of terrorism or terrorism related offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order; and those who have committed an offence and may be at risk of involvement in terrorism-related activity. These individuals are assessed and managed by Counter-Terrorism Police and the National Security Division of the Probation Service.

(f) Breach of Licence – individuals released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If the individual does not comply with these conditions, the Probation Service will take breach action and the individual may be recalled to prison.

(g) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction) – Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders are intended to protect the public from individuals convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions and/or positive obligations on their behaviour. They require the individual 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 on the balance of probability 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 individual. In the case of an order made on a free standing application by a Chief Officer, the National Crime Agency (NCA), British Transport Police (BTP) or the Ministry of Defence Police (MODP), the chief officer/NCA/BTP/MODP must be able to show that the individual has acted in a way since their conviction that makes 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.

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.

(h) Notification Order – this requires individuals convicted of qualifying sexual offences overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police in England and Wales may issue a notification order directly to an offender who is already in the UK or who is intending to come to the UK who has to notify within three days of receipt. Individuals have a right of appeal against notification.

(i) 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, NCA, BTP or MODP 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.

An SRO may prohibit the person from doing anything described in it, including travel overseas, or place positive obligations upon them. Any prohibition and/or obligation 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.

An 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 an 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 an SRO are recorded on VISOR as a Potentially Dangerous Person (PDP).

(j) Lifetime notification requirements revoked on application – qualifying individuals 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 subject to notification requirements 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.

South Yorkshire Local Plan

Strategic Management Board

The SMB is responsible for managing Mappa activity and meets three times a year to monitor the arrangements. It is Chaired by Assistant Chief Constable Hayley Barnett from South Yorkshire Police and its members include:-

- Head of Probation Delivery Unit (Sheffield)
- Head of Probation Public Protection (Yorkshire & Humber)
- Heads of Probation & Police National Security Division (North)
- Prison Governor HMP Moorland
- Head of Protecting Vulnerable People South Yorkshire Police
- Director of Custody & Housing Services for St Leger Homes
- Head of Service for Children & Families
- Head of Safeguarding & Quality Assurance (Children's Services)
- Head of Service Adult Social Care
- Head of Service for Safeguarding & Mental Health (Adult Social Care)
- South Yorkshire Liaison & Diversion Service Manager (SWYT)
- NHS ICB Designated Nurse – Head of Safeguarding Children & Looked After Children
- NHS ICB Designated Nurse – Head of Individual Placements, Safeguarding Adults
- Operational Manager within Youth Offending Services
- Manager within the Electronic Monitoring Service
- South Yorkshire District Health & Safety & Estates Lead for the Department of Work and Pensions
- Lay Advisors
- South Yorkshire Mappa Co-ordinator & Manager

The Mappa Unit

Following the arrival of a new Mappa Co-ordinator and Mappa Manager in 2023/24 there has been a change in the way Mappa Meetings are now convened. Meetings are now of longer duration and focus primarily upon the four pillar approach of risk management; Supervision, Monitoring and Control, Interventions and Treatment & Victim Safety. The referral form was also revised to incorporate the new structure of Mappa meetings at both Level 2 and 3.

The Mappa Meeting Panel is made up of a core group of managers from the Responsible Authority (Police, Probation & Prison) and Duty To Co-operate (DTC) Agencies who are key agencies and have a legal requirement to work within Mappa to manage risk. Level 2 Mappa Meetings are held every four weeks for each individual area within South Yorkshire (Barnsley, Doncaster, Rotherham and Sheffield) and chaired by the Mappa Co-ordinator and Mappa Manager.

Here's what some of our Core Group members have said in relation to their experiences of Mappa throughout the last year:-

Children's Services, Multi Agency Safeguarding

Hub Manager *"I find the meetings are a very good way to share information with key agencies and also to access multi agency information to be able to put risk management plans in place that include and hold to account all agencies. It is also a good forum to ensure that all agencies are aware of the risks and the individual actions they need to take to secure safety in their own areas."*

South Yorkshire Integrated Care Board,

Specialist Nurse Safeguarding Adults *"The MAPPA meetings facilitate effective co-operation between agencies to ensure that all agencies involved know what the others are doing and the meetings are chaired to allow partners to feel able to challenge others."*

Adult Care and Wellbeing, Team Managers “We feel that the meetings allow a vital opportunity for multi- agency risk management. The meetings are well structured and organised, allowing for the gathering and sharing of information and risks between agencies. The structure of the meetings allows for agencies to voice concerns and put forward suggestions when trying to manage risks, with opportunity given to each member to give input around their field of expertise. The meetings have also allowed for a greater shared understanding between agencies of their roles and responsibilities, allowing services to be clear on their remits so any gaps in services, that could pose risks, can be identified. The subsequent minutes are clear with identified tasks and timescales for each action.”

Housing Safeguarding Partnership Manager “Much of the work MAPPAs does goes unnoticed. Housing is a member of MAPPAs. Below is a case study that demonstrates our contribution operationally: A registered sex offender upon release from prison resided in approved premises in the area. He had two previous sex offence convictions against children who were known to him through family. His last offence was five years ago. Whilst in approved premises he was allocated a police public protection officer who discussed his licence conditions with him and also move on accommodation options. He completed and submitted a housing application and was activated to commence bidding on properties. He was successful on bidding on a flat in a block that also housed families and was located close to a park and a school. Housing contacted the Public Protection Unit who agreed that the location and make-up of the block of flats was unsuitable. Housing then contacted the offender to inform him that the property location was not suitable and advised him to contact his public protection officer for further clarification. He withdrew his bid and 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.”

South Yorkshire Police Detective Sergeant “As an officer I have attended both MAPPAs Level 2 and 3 Meetings. These are valuable when discussing complex cases that need a multi- agency approach with the objectives of keeping

people safe and preventing further offending. Careful consultation takes place, with the sharing of information, setting goals and objectives and formulating a robust RMP. A good example of this coordinated approach is an offender who transferred into the area as a High Risk Mappa Level 3. A male that had complex needs, that had been convicted of kidnapping children and stalking females. A robust RMP was devised with agencies working together to ensure that mental health assessments were completed, housing was suitable and support was in place. Within twelve months he had moved from MAPPAs Level 3, High Risk to children and females to MAPPAs Level 1, Medium Risk. His RMP worked with no further offending.”

Partnership Manager, Community Safety Team (Housing) “MAPPAs meetings continue to be fit for purpose as from a Local Authority point of view, they ensure that any risk to staff are mitigated and move on addresses are vetted to ensure that they are suitable for the nominal. The meetings also take into account any support needs required to ensure there is less risk of a new tenancy failing.”

Children’s Services Manager “I think the MAPPAs process is well organised, thorough, well attended, appropriate information shared, well formulated plans implemented and agencies are held to account.”

Senior Lettings Advisor “Although relatively new to the MAPPAs process, my experience so far is that it does provide a robust risk management plan. It’s great personally to be involved in these cases so that I have the knowledge of both the client and the external partners involved. I think there always seems to be a cautious approach to downgrading MAPPAs cases (which is a positive).”

Children’s Services Team Manager “From a children’s services perspective in attending meetings, I find that I am always listened to, and my views heard on safeguarding issues. These are often actioned quickly and probation officers tend to have good communication with me following MAPPAs meetings.”

SDS40 Early Prison Releases

The early release of those sentenced to a Standard determinate sentence has been a focus of attention over the last few weeks. On 12 July 2024 the Lord Chancellor changed the release point for eligible standard determinate sentences from 50% to 40%. These plans gained approval in Parliament and officially became law on 30 July 2024.

This change means that most standard determinate sentences will now receive an automatic release from prison at the 40% point, followed by probation supervision on licence for the remainder of the sentence. This will not apply to violent offenders sentenced to 4 years or more in custody and those sentenced for sexual offences.

As a MAPPA Unit we had to satisfy ourselves that we were able to cope with the potential increase in MAPPA referrals, and subsequent meetings. To do this, we checked the list of early releases and contacted all the probation practitioners whereby MAPPA cases had been identified and asked them to assess what level of MAPPA management they required, and to submit a referral to level 2 or 3 if it was felt necessary. We also identified additional meeting dates so that there would be no delay in hearing cases. Our aim was to ensure that there was a robust risk management plan in place and that victims were offered assurance that risk was well managed.

We are pleased to report that the number of referrals was minimal, and we were able to manage the demand for meetings, which is reassuring to us as a unit.

Deer Park Approved Premises

The Approved Premises in Sheffield was closed in December 2021 following several building issues which culminated in the roof falling in.

A building assessment was undertaken and, once immediate roof repairs were completed, decisions were taken to use the opportunity of the closure, to upgrade the building. Work began in the Summer of 2023 to complete a full electrical rewire, refurbishment and redecoration. Walls were knocked down to create a larger dining area, and 2 new resident bathrooms were created. In addition, 2 residents bedrooms were also created which takes the full occupancy up to 34 places.

The building re-opened in January 2024 and was renamed Deer Park in a bid to change the previous reputation and create a new environment for residents and workers. The site is a historic Deer Park dating back to the 15th century. We do also see deer on site and other wildlife – so the name change seemed apt.

The AP was initially a mixed hostel providing short term residency for both males and females. However, following the introduction of the female estate, the AP now only accommodates male residents. The AP has a quick turn over of residents and there is little tolerance to substance use on site, particularly drug use, and violent and aggressive behaviour. We have a team of 18 staff, working around the clock 24 hours per day, 365 days a year, in what can only be described as a challenging environment. However, all aspect of risk is closely monitored, and any concerns shared with probation practitioners.

We also work with a number of agencies including substance misuse and mental health services to ensure that residents can access the help they require to make positive changes to their lives.



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

