



# South Yorkshire

MAPPA Annual Report 2002

ANNUAL REPORT ON THE  
ARRANGEMENTS MADE IN  
SOUTH YORKSHIRE FOR THE  
ASSESSMENT AND  
MANAGEMENT OF SEXUAL,  
VIOLENT AND OTHER  
OFFENDERS WHO MAY CAUSE  
SERIOUS HARM 2001- 2002.  
(CRIMINAL JUSTICE AND  
COURT SERVICES ACT 2000  
SECTIONS 67& 68)

# 1. Introduction.

- 1.1 Local inter-agency arrangements for the management of dangerous offenders were first established in South Yorkshire in 1996, through a joint protocol between the Police and the Probation Service. A system of case-based interagency Public Protection Case Conferences was agreed. The purpose of such meetings was to share information and formulate inter-agency plans for the management of dangerous offenders; other agencies were invited to attend on a case-by-case basis.
- 1.2 These arrangements were reinforced by the requirements in the Sex Offender Act 1997. Under this legislation, the police maintain the Sex Offender Register, which requires certain sex offenders to register and
- report certain changes in circumstances. The Probation Service and the Police in South Yorkshire created Sex Offender Risk Assessment Panels in order to assess and manage registered sex offenders. Represented on these panels are the Police, Local Authority Social Services and Probation Service. The conduct of panels is governed by an agreed protocol and accompanying guidance. These arrangements have been developed and reviewed annually by a Strategic Management team.
- 1.3 Sections 67 and 68 of the Criminal Justice and Court Services Act 2000 require the “Responsible Authority” (the Chief of Police and Probation Board acting jointly) to establish multi-agency arrangements for the assessment and
- management of dangerous offenders. The local arrangements developed this year build upon those described above, and are designed to complement other existing inter-agency networks for the protection of children and other vulnerable people. A groundwork of understanding and co-operation has been achieved through meetings with the Community Safety Partnerships, Area Child Protection Committees and lead agency managers from Social services, Mental Health, and Housing Services.
- 1.4 This report will provide further details of those local arrangements and information on how those arrangements and those offenders will be kept under review

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## 2. Summary of Roles and Responsibilities.

- 2.1 Notwithstanding the new legislation, many organisations have roles and duties that include within them elements of public protection. Crucial amongst these are:
- The National Probation Service – South Yorkshire**  
The National Probation Service is composed of 42 areas and a central National Directorate. South Yorkshire is one of the 42 areas. The Service is responsible for the preparation of assessments for decision making in the criminal justice system (mostly courts and prisons). It supervises adult offenders in the community who are on community orders
- of which there are several – and release licences from prison. Through this work it aims to protect the public from harm, rehabilitate and resettle offenders, administer firm and fair punishment and promote and meet the needs of victims. Much of its work requires an inter-agency approach, to which it is fully committed particularly via the local community safety partnerships.
- The South Yorkshire Police**  
The police are responsible for the prevention and detection of crime, and the maintenance of public order and community safety. Together with the local authorities in South Yorkshire,
- they are the core founder members of Community Safety Partnerships. Their contributions to inter-agency initiatives such as Youth Offender Teams, crime prevention projects and the Public Protection Unit itself are evidence of their commitment to inter-agency working. Their intelligence and detection work, and the information gathered through it, coupled with the probation service’s statutory authority for supervising offenders, make them vital core partners in public protection.

### **The Local Authorities in Barnsley, Doncaster, Rotherham and Sheffield**

Local Authorities have a wide range of statutory duties, including the provision of services, which sustain and contribute to the quality of life for individuals and communities. As core founder members of local Community Safety Partnerships they are already committed to working in partnership to reduce crime and improve community safety.

Local Authority Social Services Departments have duties and responsibilities that include the provision of services to vulnerable groups, both children and adult. They provide services to children in need and to their families, older people, disabled people, and those with mental health needs. They have a particular role in their work through Area Child Protection Committees, where the new Public Protection procedures complement existing procedures that focus upon the risks faced by particular children.

Local Authority Housing Services have duties of care to their existing tenants, and responsibilities regarding the housing of homeless people. Potentially dangerous offenders are almost always more dangerous if they feel excluded from the community through homelessness. Housing Departments are often able to contribute to Public Protection Plans by the provision of accommodation, when this is integrated with supervision, monitoring and treatment provided by other partners.

Youth Offending Services are already an example of a model which brings together the skills

and knowledge of different agencies to tackle youth crime and protect the public. Youth Offender Teams are responsible for the supervision of 10 to 17 year olds. Though more often prolific than serious, Youth Offender Teams will nevertheless deal with some offenders who represent high risks of causing serious harm, and already work with the new Public Protection procedures in these cases to provide the highest levels of public protection possible.

### **Health Service Trusts**

Health Service Trusts discharge responsibilities for the health of individuals and the community as a whole. These two objectives are usually – but not always – complementary. In particular, Health Service Trusts are responsible for the provision of mental health and learning disability services. The Care Programme Approach makes tiered provision for those discharged from hospital care who represent a continuing risk to themselves and others. Health Service Trusts are important contributors to public safety through sharing their psychological and psychiatric assessment skills, through the contributions they can make to the management of dangerous behaviour, and through the interface between the Care Programme Approach and the Public Protection procedures.

### **Victim Support**

Victim Support is the national charity for people who have been affected by crime. It is an independent organisation, offering a free and confidential service, whether or not a crime has been reported. Trained staff and volunteers at local branches offer information and support to victims, witnesses, their families and friends.

Victim Support provides the Witness Service based in every criminal court in England and Wales, to offer assistance before, during and after a trial. The Victim Supportline can be contacted on 0845 30 30 900 for information and support, and for details of local services and other relevant organisations.

- 2.2 The above descriptions of the roles of agencies in public protection are far from exclusive. They cover only those agencies mentioned by name in the Government guidance on Public Protection, and which presently constitute the core membership of local South Yorkshire Multi-Agency Public Protection Panels. Many other agencies and individuals have important and valuable contributions to make – and **DO** make them - in protecting the public from the most dangerous offenders.
- 2.3 The new statutory duties in the Criminal Justice and Court Services Act 2000 apply explicitly to the police and probation services (acting jointly). In order to co-ordinate implementation of those duties a new Public Protection Unit has been created in South Yorkshire. This Unit is a new operational partnership between the Police and the Probation Service. Based in Sheffield West Bar Police station, it is staffed by
- **the Public Protection Manager** - a Senior Probation Officer seconded from the Probation Service
  - **a Public Protection Officer** – a Police Officer with experience of work in the Sexual Offences Unit of the South Yorkshire Police
  - **the Unit administrator** – a Police Intelligence Assistant

2.4 The overriding aim of the work under sections 67/8 is to prevent known offenders from committing serious harm to a victim. The key objectives for the Unit are to ensure that potentially dangerous offenders in South Yorkshire are identified and assessed accurately, and that those assessed as representing significant risks of causing serious harm are managed in such a way as to reduce those risks to a minimum. The Unit itself is not responsible for the operational management of offenders, but for helping and ensuring that others do so in a consistent, effective and defensible way.

## 2.5 THE PUBLIC PROTECTION UNIT

In co-ordinating the arrangements in South Yorkshire, the new Public Protection Unit:

- receives preliminary assessments from all agencies of potentially dangerous offenders and advises upon the appropriate arrangements for multi agency information sharing, assessment and case management
- manages the convening of Multi-Agency Public Protection Panels and quality controls Action Plans for high risk offenders.
- monitors the incidence of Multi-Agency Public Protection Panels and maintains a register of the highest risk offenders, ensuring that Action Plans are implemented and reviews undertaken
- co-ordinates the network of Sex Offender Risk Assessment Panels and provides the link between these and Multi-Agency Public Protection Panels
- undertakes limited selected intelligence work on

offenders unknown or unsupervised by local agencies and identified as potentially dangerous

- has established area and regional links with arrangements elsewhere to ensure that information is transferred correctly from one area to another if an offender moves
- identifies learning needs of participant organisations and advises upon methods to meet those needs, providing training if required
- identifies how the local arrangements need to develop further, in the light of experience, and in the light of changing expectations about the arrangements, and co-ordinates the implementation of changes

2.6 The emphasis in this first year of operation under the new legislation has been to staff and establish the Unit itself, and to broaden and bring consistency to the arrangements that already existed. Having achieved these two targets, the focus has now moved to underpinning the arrangements with an explicit agreed protocol, and to expanding representation on the Strategic Management Group.

## NEGOTIATIONS TO SECURE MULTI AGENCY INVOLVEMENT

### 2.7 Key Agencies

Broadening the base of the existing arrangements has required a significant investment in generating commitment and understanding beyond the agencies that carry the statutory responsibility. In addition to the police and the probation service, three key agencies have been identified, both in national guidance and

by the Public Protection Unit, as being crucial to effective protection of the public; these are Social Services, Mental Health, and Housing Services. Work has been undertaken during the first year of these arrangements to secure the active involvement of these agencies as core group members of locally based Multi-Agency Public Protection Panels.

It is also recognised that other agencies can have a vital role to play in protecting the public – often in relation to specific cases - such as Prisons, Education Services, the Employment Service, and voluntary agencies such as NSPCC and Barnado's. These agencies have therefore been invited to be a part of a Multi-Agency Public Protection Panel when appropriate, a case-by-case basis.

### 2.8 Community Safety Partnerships

An initial step in securing commitment was to engage the 4 Community Safety Partnerships - in Barnsley, Doncaster, Sheffield, and Rotherham. The purpose of these visits was to:

- inform the relevant agencies in local areas of the new duties and to ensure that the agencies understood that these arrangements are accessible to all
- seek the support of the Community Safety Partnerships to the principle of working together to identify, assess and manage dangerous offenders
- seek agreement to requesting attendance at Multi-Agency Public Protection Panels under a general authority from Community Safety Partnerships

- secure a commitment to the development of a multi - agency protocol to underpin the arrangements.
- consider the appropriate membership of the Strategic Management Group for reviewing and monitoring the effectiveness of the arrangements made and for revising them as necessary or expedient
- seek agreement to submission of the Annual Report on Public Protection for consideration by each Community Safety Partnership, as part of the process of wider public accountability
- identify key agencies and nominate key personal through whom the Public Protection Manager could liaise to agree arrangements, procedures, representation and the protocol

## 2.9 Area Child Protection Committees

Presentations in meetings have also been made to Area Child Protection Committees. These have sought to ensure the involvement of ACPCs with the new arrangements and to reach agreement about how to manage the interface between child protection procedures and public protection procedures.

## 2.10 Meetings with Heads of Services

Discussions have subsequently taken place between each of the heads of the identified key services in Barnsley, Rotherham, Doncaster and Sheffield and the Public Protection Manager. These meetings have sought to

- develop the content of the multi agency protocol
- identify a core member for the divisional Multi Agency Public Protection panel to ensure consistent attendance

and commitment

- embed the referral process to a Multi-Agency Panel and clarify the role of the Public Protection Unit
- 2.11 The outcome of these consultations has been positive. All agencies approached in all of the four areas have been keen to be actively involved in the management of dangerous offenders. Core agencies have been willing to provide their local Multi-Agency Public Protection Panel with a core member. All other agencies have welcomed the new arrangements and are optimistic that they will be instrumental in managing the behaviour of dangerous offenders, and creating a safer environment for the public

## SEMINARS AND PRESENTATIONS

2.12 Beyond securing the co-operation of managers, members of the Public Protection Unit have made numerous presentations to a variety of professionals from many agencies. It was considered essential that other agency workers fully understand the legislative requirements to assess and manage the risks presented by dangerous offenders, the role of the Public Protection Unit in South Yorkshire, and how to access the local procedures.

2.13 Seminars have therefore been provided for Youth Offender Teams, Social Services Child Protection Managers, a Local Education Authority Inclusive Team, CID and Police Sexual Offences Unit, and Probation Officers.

2.14 Although a substantial level of interagency understanding and co-operation has been

achieved in a comparatively short period, it is recognised that additional multi-agency liaison is still required. Further seminars have therefore been arranged with Mental Health consultants, Housing Services staff, Heads of Agency groups, and Police Community Safety Chief inspectors. Multi-agency liaison will continue to be a major function of the Public Protection unit

## MULTI AGENCY PUBLIC PROTECTION TRAINING

2.15 Training is an important component of South Yorkshire's approach to public protection. Successful multi-agency training events and conferences have been organised and delivered this year, including:

- Child Pornography and the Internet
- Understanding and Working Effectively with Sex Offenders
- Risk Assessment of Sex Offenders.

2.16 Further multi-agency training is planned for 2002/3 to include

- Disclosure and Protection of the Public,
- Effective Use of Sex Offender Orders
- Investigation of Sexual Murder Cases.

### 3. Outline of the South Yorkshire Arrangements

- 3.1 Referrals of offenders who have been assessed within individual agencies, as potentially dangerous, are made to the Public Protection Unit for advice and further assessment. A standard format for making such referrals has been implemented. Such referrals will normally arise after the exhaustion of an agency's internal risk management procedures, and will always come through a designated service manager.
- agree the level of risk the offender presents and its imminence
  - develop a Public Protection Plan in order to manage the risk the offender presents to the public so that the likelihood of serious harm is significantly reduced
- 3.2 Within the police and probation services, all sex offenders are assessed using a validated assessment instrument (Thornton's Matrix 2000), for which training has been provided. The assessment of all offenders within the Probation Service now uses the framework from the forthcoming national prison and probation service assessment "tool" – OASys (Offender Assessment System). These assessment formats and aids will be made available to other agencies during 2002/3.
- 3.3 Whenever a joint or multi-agency approach would improve public protection, police, probation, and any other relevant agency e.g. social services, mental health, and housing services, will share information and make joint plans, if necessary. For the "critical few" i.e. the highest risk offenders, a Multi Agency Public Protection Panel (MAPPP) will be convened.
- 3.4 The purpose of a MAPPP is:
- share information relevant to an offender
  - assess the risk the offender presents and to whom
- 3.5 Each borough in South Yorkshire now has a core panel of MAPPP members from Social services, Mental Health, Housing services, Police and Probation service. The district core panels have a schedule of monthly meetings throughout the year; emergency meetings are convened if required. Normally no more than 6 offenders will be considered at any one meeting of the panel.
- 3.6 Additional representatives are invited to attend panel meetings related to specific individuals, if they have relevant knowledge of the offender, or are able to make specific contributions to the management of the risk posed.
- 3.7 Each MAPPP in each district is now convened and conducted using the MAPPP procedural manual. This manual includes standardised letters of invitation, referral forms, a standard MAPPP agenda, and Public Protection Plan template. A plan must be completed for all offenders assessed as high risk of serious harm
- 3.8 The majority of MAPPPs are held in the local area in South Yorkshire in which the offender presents the most risk. In exceptional cases the Public Protection Manager may convene and chair a cross-borough or South Yorkshire area-wide MAPPP. These will normally relate to cases where the offender represents a risk beyond any local area, or where high-level authority is likely to be needed to agree and implement complex risk management plans.
- 3.9 MAPPPs are chaired by senior managers from either the Probation Service or the Police. The Public Protection Manager may substitute for either. The Public Protection Manager is also charged with ensuring that those chairing MAPPPs have the requisite knowledge, authority and meeting management skills to ensure efficient and effective sharing and planning takes place. The Public Protection Unit ensures that all MAPPPs are recorded in a standard format and that records are distributed to all MAPPP participants, for that offender. Public Protection Plans are agreed in MAPPP meetings, using the standard template. Referrals to MAPPPs, the content of MAPPP meetings and Public Protection Plans are treated as strictly confidential by the Public Protection Unit and participant agencies. Disclosure is always considered as an option, and this will include disclosure to the offender, where it is considered safe to do so.
- 3.10 The Public Protection Unit retains and manages a record of all those that have been reviewed by a MAPPP; registers those currently assessed as representing a high risk of serious harm; monitors outcomes and the implementation of Public Protection Plans; and co-ordinates the review of registered cases.

- 3.11 Cases will be reviewed at a frequency adjudged necessary by the original MAPPP, but not less than 4 monthly. An offender may only be removed from the register as a result of a decision by the relevant MAPPP or in discussion with the Public Protection Manager.
- 3.12 The majority of referrals to the Public Protection Unit in 2001/2 were received from the Probation Service. As the agency with the primary responsibility for the supervision of offenders in the community, this is not surprising and is wholly appropriate. However there have been a number of referrals now from other agencies including the health service, police, social services, sex offender risk assessment panels and housing services. This is encouraging early evidence that the initiatives to broaden accessibility of the arrangements are bearing fruit. As knowledge and understanding of the arrangements extends further, it is expected that the profile of referring agencies will broaden. Full details of the whole MAPPP “population” are included at annex A. 111 cases were considered by MAPPPS up to 31st March 2002. 34 of these were cases of sex offenders already on the Sex Offender Register, 53 were new cases of violent offenders (or sex offenders not on the register), and 24 were other cases.
- 3.13 Outlined below are two examples to highlight how a Public Protection Plan agreed in a MAPPP can be effective in enhancing public safety.

#### Case A

Offender “A” returned to the South Yorkshire area from elsewhere. He was subject to a Sex Offender Order and was of no fixed abode. He had previously committed numerous violent and sexual crimes, but was no longer under any form of statutory supervision. Following a MAPPP meeting the Housing Services agreed to provide the offender with accommodation in a suitable area, which the police supported by mobilising their surveillance team. When offender “A” visited the town centre, it was not long before he was arrested for breach of his Sex Offender Order, which prohibited him from using abusive language to women. He was then detained in prison...

#### Case B

Offender “B” has committed a number of sex offences against children. He has recently been released having served a five-year prison sentence for indecent assaults against children. He was assessed as a high risk of causing serious harm, by a MAPPP, and a Public Protection Plan was put in place. Part of the plan required him to reside at a Probation Hostel with special curfew conditions and to attend the South Yorkshire Sex Offender Treatment Programme. Offender “B” has kept to all the requirements outlined in the Public Protection Plan. He has attended the treatment programme and has started to take some responsibility for his offending. Whilst he will continue to be closely monitored by the police and the probation services his progress and behaviour is encouraging.

### EFFECTIVE PRACTICE INTERVENTIONS

- 3.14 The National Probation Service in South Yorkshire provides a full schedule of “What Works” offender programmes. Some of these programmes already have been proven to reduce re-offending. Others are based upon principles derived from evidence, implemented rigorously, and continuously researched in order to demonstrate and improve their efficacy. The Probation Service presently resources and staffs these programmes. They are accredited or “licensed” by an independent international panel.
- 3.15 The design work on a revised Sex Offender Assessment and Treatment Programme was completed in 1999. The programme consists of an intensive assessment group, a short-term and a longer-term treatment group, and a sex education group. The content of the programme is in the form of manual and is based on an objective setting approach. A partnership is in place with Psychological Health, Sheffield to provide psychometric analysis of sex offenders through which to measure the effectiveness of the programme in changing attitudes and behaviour relating to sex offending. A report outlining the profile of the sex offenders attending the programme was published in 2002 and an evaluation report on the whole programme will be completed in the summer of 2002. 65 offenders completed the programme between January 2001 and March 2002.

3.16 A structured group programme is available for domestic violence perpetrators in South Yorkshire. The programme is designed to consider the offender's attitudes to violence within relationships and to their partners. It is based upon a model from Duluth, USA. A similar programme in West Yorkshire is the focus of effectiveness research. The programme ran 5 times

between January 2001 and March 2002, and 32 offenders completed it.

3.17 A programme for other violent offenders – called Focus on Violence – is also available. This is a programme developed by the Probation Service in Derbyshire and is on the brink of achieving national status as an accredited effective programme. 7 cycles

of this programme were run between January 2001 and March 2002, and 38 offenders completed the programme. Local experience of hosting such events has shown that multi-agency training not only provides the opportunity for increasing knowledge, but also provides a very effective forum for networking and learning how to work better together.

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## 4. The Strategic Management Arrangements

4.1 The Director of Intelligence, Force Intelligence Bureau, South Yorkshire Police and the Assistant Chief Officer, National Probation Service - South Yorkshire form the Strategic Management group at present. The Public Protection Manager accounts for the performance of the Public Protection Unit to this

Strategic Management Group. This includes the monitoring and evaluation of MAPPPs. This group now needs to be expanded to include other representatives of the key agencies. A draft constitution has been drawn up for consultation through Community Safety Partnerships and with core

MAPPP members, with a view to extending participation in the strategic management group by September 2002. New Government guidelines are awaited which will provide for lay or community representation on the Strategic Management Group.

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## 5. Disclosure

5.1 Consideration of the benefits of disclosure of confidential information about offenders, to potential victims, other organisations or the wider community is always an integral part of the public protection planning. Such disclosure is both facilitated by and restricted by complex interwoven legislation and provisions, including:

- the common law duty of confidentiality
- The Data Protection Act- 1984 and 1998
- The Human Rights Act 1998

- The Crime and Disorder Act 1998
- The Sex Offender Act 1997
- The Criminal Justice and Court Services Act 2000

5.2 It is recognised by MAPPPs in South Yorkshire that disclosure is sometimes desirable and essential in order to protect the public from harm. But disclosure is not a simple issue. Great care has to be taken that disclosure is legal, respects the different codes of different agencies and is, on balance, more likely to reduce

risk than increase it.

5.3 It is clear that while disclosure is a necessary part of public protection, it can also sometimes exacerbate the dangers involved. The detail of any proposed disclosure of confidential information by MAPPPs is always accompanied by advice from the agency that brought that information to the MAPPP about who should undertake the disclosure, and to whom information should be disclosed.

5.4 Further national guidance – and possibly legal precedent – is still required to clarify the authority of MAPPPs in decisions/recommendations to disclose information. A local joint seminar has been arranged for the police and the probation service to consider these issues, advised by the probation service lawyer, who has taken a special professional interest in these matters.

## EXAMPLES OF DISCLOSURE

Notwithstanding the complexities and balances to be struck in decisions about disclosure, MAPPPs in South Yorkshire have used the option to disclose information where the circumstances of the case have required it. Some examples follow.

### 5.5 DISCLOSURE TO LIMITED OR CLOSED ORGANISATIONS

(A) The offender had a long history of sexual and violent offending. He had been assessed by the MAPPP as high risk of causing serious harm. The offender's previous offending history included an offence against a representative of a church organisation. The MAPPP decided to inform all church organisations in the area of his

identity, background and whereabouts and to instruct them to contact the police directly if he attempted to make contact with a member of the church.

(B) The offender was sentenced to 10 years for rape and buggery of a child. He was soon to be released from prison. The MAPPP was informed that the offender had threatened to abduct his own children on release. Although the offender did not know the whereabouts of his children it was considered appropriate by the MAPPP to inform the school of the offender's appearance, potential danger and criminal record. The school staff were instructed by the MAPPP not to let the man have any contact with any children and if he was seen near the school to contact the police immediately.

### 5.6 DISCLOSURE TO SPECIFIC POTENTIAL VICTIMS

(C) The offender had previously served a 10-year sentence for rape of an adult. The police, as a result of a MAPPP, informed the Social Services, that the offender was now living with a woman who was seven months pregnant with his child, and her three-year-old daughter. Though he has

no convictions for offences against children, the Social Services have nevertheless informed the woman of his previous offences. She has been instructed to contact the Social Services if required; child protection procedures were not considered necessary at this time.

(D) A MAPPP was informed that the Housing Services had received a number of complaints from women in the neighbourhood about an offender who had been assessed as a high risk of causing serious harm. The offender had previous sexual and violent offences. The women who had complained were single parents and were too frightened of the offender to make an official complaint; he was reported to have a menacing and bullying manner. The Social Services have agreed to inform the women of the offender's criminal history so they are fully aware of the danger he presents and can therefore protect their children more effectively

5.7 There have been no cases this year in which a MAPPP has concluded that a widespread disclosure to the general public was necessary, or would be effective in order to protect the public.

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## 6. Work With Victims

6.1 Since the mid-1990s the Probation Service has had a responsibility to contact the victims of certain serious offences, where the offenders were serving longer periods in

custody. The purpose of this contact is to keep victims informed about the progress of the offender through the prison system, and about the generality of the arrangements

for release. It also provides an avenue through which account can be taken of the victims' views about release arrangements.

6.2 Section 69 of the Criminal Justice and Court Services Act 2000 extends these provisions and puts them on a statutory footing. They now apply to the victims of all sexual and violent offences where the offender is sentenced to 12 months or more in custody. There is a discretionary power to include other selected cases within the provisions.

6.3 As a result of the extension of the provisions, the Probation Service in South Yorkshire centralised its Victim Contact work by forming a dedicated Victim Unit. This is a countywide unit composed of a part-time manager, 2.6 Victim Contact Officers and clerical support. Its administrative and managerial hub is based in the Sheffield Crown Court building while Victim Contact Officers work with victims, from dispersed sites across the county. Some of the staff in the new Victim Unit had earlier worked on victim issues, so there was a sound experience base to build upon.

6.4 Unit staff have undergone an extensive training programme; new systems and procedures have been put in place and practice guidelines agreed to ensure consistency of practice. A trawl of previous work has picked up cases that had been missed under the earlier arrangements when there was no dedicated unit.

Presentations and discussions have been held throughout the county to familiarise all relevant staff with the new guidelines. A particular focus has been Probation Service Resettlement Teams (which deal with offenders being released from prison sentences on licence) who are responsible for providing up to date information about offenders/prison movements to the Victim Contact officers.

6.5 The scale of victim contact work, shown in annex B, is a sharp rise on its pre-April 2001 level. Victims are contacted directly by a Victim Contact Officer, as soon as identification information is received from the police. Victim Contact Officers help victims to understand the way prison sentences work. They may opt at that point for an ongoing flow of information. Some – but not many – decline, choosing to put their trauma behind them. Victims are then notified when release arrangements for the prisoner are under consideration. The views or wishes of the victim cannot affect whether an offender is released from a fixed term sentence or not, but they may influence the conditions attached to that release. Release licences, for instance, often include restrictions on an offender's mobility to keep them away from the home vicinity of the victim.

6.6 The response times to victims largely met the required standard in the early part of the year. This has deteriorated latterly, largely due to resource and administrative difficulties encountered in securing a timely flow of victim identification information from the police to the probation service. This is a main area for improvement and currently the subject of urgent inter-agency liaison. The fact that some first offers of contact are not made within the 8 week period specified in the Standards does not mean that these victims will not be contacted – only that they will be contacted outside the timescale to which the Victim Unit aspires.

## 6 STATISTICAL INFORMATION.

Table A provides statistical information about sexual, violent and other dangerous offenders (Sections 67 & 68 of the Act).

Table B provides statistical information related to Victim Contact (Section 69 of the Act).

Table C provides details of the additional quantifiable costs arising for organisations associated with the new arrangements for Section 67 & 68.

## 7. Conclusion

7.1 This report identifies much genuine and effective interagency co-operation in the task of assessing and managing the risk of dangerous offenders, and reducing the fear of crime. The first year under the new arrangements has primarily concentrated on developing a practical framework for the new requirements established by Sections 67 & 68 of the Act. It has taken time to create a Public Protection Unit, but it has been a rewarding experience and it has been particularly effective in cementing and developing the relationship between the Police and the Probation Service.

8.2 In the second year of the arrangements, it is intended to strive for greater consistency, backed by a signed multi-agency protocol. Greater clarity

and understanding will be sought over the difficult and complex issue of disclosure. Questions about the availability and allocation of resources for the effective management of dangerous offenders will undoubtedly arise. There will be a continuing need to work co-operatively, to fully engage all relevant agencies, and to increase the knowledge, understanding and skill of professionals in order to better protect the public of South Yorkshire from the harm which might be inflicted by the most dangerous members of our community.

**Shelly Scott**  
Public Protection Manager.  
June 2002

## Table A. Number of offenders

i	The number of registered sex offenders on 31 March 2002	497 <sup>1</sup>
	The number of registered sex offenders per 100,000 of the population	38
ii	The number of sex offenders having a registration requirement who were either cautioned or convicted for breaches of the requirement, between 1st April 2001 and 31st March 2002.	9
iii	The number of Sex Offender Orders applied for and granted between 1st April 2001 and 31st March 2002.	
	(a) The total number applied for.	2
	(b) The total number granted.	2
	(c) The number not granted.	0
	(d) The number of applications still in progress.	0
iv	The number of offenders considered under the arrangements prescribed by sections 67 and 68 of the Act, between 1st April 2001 and 31st March 2002 <sup>2</sup>	
	(a) The number of violent offenders and other sex offenders (sex offenders other than those required to register under the Sex Offender Act and included in (i) above) falling under s68 (3)(4)&(5) of the CJ and CS Act 2000, between 1st April 2001 and 31st March 2002	197
	(b) Other offenders considered to represent a risk of serious harm by the Responsible Authority, between 1st April 2001 and 31st March 2002	24

Note 1: The number of sex offenders registered on the sex offender register at any one time is the cumulative result of new registrations since 1997. Sex offenders are required to remain on the register for differing periods of time, related to the sentence they received for the offence giving rise to the requirement to register. 2002 is the first year in which offenders, originally and first registered in 1997, are being removed from the register.

Note 2: The number of offenders listed will not match the number of MAPPPs held. Some MAPPPs will consider offenders but decide that their risk is not sufficiently high to merit registration. Other offenders may be re-referred or dealt with by review proceedings.

## Table B. Victim Contact

	OFFENDER'S SENTENCE		
	4 years or more	12 months but under 4 years	All cases
<b>A. Number of sexual and violent cases where the offender sentenced in the quarter</b>			
Quarter ended 30th September 2001	53	73	126
Quarter ended 31st December 2001	33	74	107
Quarter ended 31st March 2002	38	53	91
<b>B. Number of victims of offences at A, named in the indictment and where offender has been convicted</b>			
Quarter ended 30th September 2001	88	67	155
Quarter ended 31st December 2001	46	68	114
Quarter ended 31st March 2002	49	57	106
<b>C. Number of victims in B who were written to within 8 weeks of sentence with an offer of face to face contact (3)</b>			
Quarter ended 30th September 2001	68	63	131
Quarter ended 31st December 2001	31	42	73
Quarter ended 31st March 2002	28	44	72
<b>D. Performance against the National Standard (an offer of contact within 8 weeks of sentence being passed)</b>			
Quarter ended 30th September 2001	77%	94%	85%
Quarter ended 31st December 2001	67%	62%	64%
Quarter ended 31st March 2002	57%	77%	68%

Note 1: There are approximately 1.5 victims per offender for offenders sentenced to 4 years or more and just less than 1 victim per offender for offenders sentenced to between 12 months and 4 years. This latter figure largely arises from violence cases in which there are more assailants than victims.

Note 2: Whilst cases and victims per quarter will fluctuate, the higher numbers for quarter ended September 2001 reflect the backlog exercise undertaken upon creation of the Victim Unit

Table C. Additional Quantifiable Direct Cost of Local Arrangements – 2001/2

	Probation Board £'000	Police £'000	Other Agencies £'000	Total £'000
Staff costs	27,000	59,340	0	86,340
Other Costs	7,000	8,500	0	15,500
Total Expenditure	34,000	67,840	0	101,840
Income	0	0	0	0
Net Expenditure	34,000	67,840	0	101,840
Set up costs included in the above*	3,000	7,000	0	10,000

## Public Protection Contacts

The South Yorkshire Public Protection Unit	Address	Phone
<b>Shelly Scott</b> Public Protection Manager	Public Protection Unit West Bar Police Station SHEFFIELD S1 2DA	<b>0114 296 4278</b>
The South Yorkshire Police	Address	Phone
<b>Det. Supt. Steve Talbot</b> Director of Intelligence	Police Headquarters Snig Hill SHEFFIELD S3 8LY	<b>0114 220 2020</b>
The National Probation Service – South Yorkshire	Address	Phone
<b>Tony Grapes</b> Assistant Chief Officer	Head Office 45 Division Street SHEFFIELD S1 4GE	<b>0114 276 6911</b>
Victim Support South Yorkshire	Address	Phone
Christine Empson	Manvers House Pioneer Close Wath upon dearne ROTHERHAM S63 7JZ	<b>01709 763274</b>

### Further copies of this report can be obtained from:

This report is accessible through the websites of either the National Probation Service – South Yorkshire or the South Yorkshire Police:

Probation Service website address: [www.syps.org.uk](http://www.syps.org.uk)

Police website address: [www.southyorks.police.uk](http://www.southyorks.police.uk)



**NATIONAL PROBATION SERVICE**  
for England and Wales

South Yorkshire