



South Yorkshire
Multi-Agency Public Protection Arrangements
Annual Report 2004-05



SOUTH YORKSHIRE



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Ministerial Foreword by Baroness Scotland

The work being undertaken to improve the safety of communities through the Multi-Agency Public Protection Arrangements (MAPPA) is vitally important and a priority for government. The annual reports for 2004-05 provide evidence of that active engagement. Violence and sexual abuse are unacceptable wherever they occur and it is evident that through MAPPA such offenders are identified and better managed than ever before. As the number of offenders within MAPPA continues to grow as expected there is clear evidence that the Responsible Authority, that is the local police, probation and the Prison Service, is addressing these additional demands by strengthening local partnerships, using new statutory powers to restrict the behaviour of offenders, returning offenders to custody where they breach their licence or order, and using the findings of research and inspection to strengthen national guidance and local practice.

Although it is never possible completely to eliminate the risk posed by dangerous offenders, MAPPA is helping to ensure that fewer people are re-victimised.

The active implementation of the Criminal Justice Act 2003 during the last year has clearly enhanced the ability of a number of agencies including health, social services and housing to work collaboratively with the Responsible Authority in assessing and managing those sexual and violent offenders in our communities who pose the highest risk of serious harm. For the continued success of MAPPA this collaboration together with the scrutiny of policy and practice must become the hallmark of these arrangements. Similarly MAPPA must integrate with other public protection mechanisms dealing with child abuse, domestic abuse and racial abuse.

For me one of the most exciting developments in this arena in the last 12 months has been the appointment of lay advisers to assist the Responsible Authority in the oversight of the arrangements. As ordinary members of the public these lay advisers represent a diverse, able and committed group of people who are now helping the statutory agencies to oversee the work being undertaken through MAPPA and communicate with the public more effectively. Without a growing sense of public knowledge and confidence about this work much of the benefits of the public protection arrangements will be lost.

I hope this annual report will be useful, informative and re-assuring to local communities. The agencies and individuals who have contributed to the achievement of MAPPA locally are to be commended.



Baroness Scotland

Minister of State for Criminal Justice and Offender Management

Multi-Agency Public Protection Arrangements Annual Report 2004-05

Introduction


Protecting the public is one of the highest priorities of law enforcement agencies. This publication outlines the specific work that is being carried out in South Yorkshire in relation to certain potentially dangerous sexual and violent offenders in our local communities.

This work is a multi-agency approach, led by the probation service, police and prisons, but also heavily dependent on close partnerships with other agencies such as social services, housing, mental health services and youth offending teams.

Multi-agency Public Protection Arrangements (MAPPA) have been in place since 2001 and are constantly developing and strengthening, both nationally and locally. This publication gives an overview of the developments over 2004-05, including the appointment of lay advisers and the inclusion of the prison service as the third responsible authority. By using real case studies and publishing our local statistics we hope we can give you an insight into exactly what we are doing to manage this group of offenders.

A development that will impact over this coming year is the new powers implemented under the Criminal Justice Act, which came into force on 4 April 2005. The act has introduced specific public protection sentences which strengthen the ability to manage potentially dangerous offenders by increasing their licence periods, giving the parole board the power to lengthen sentences by releasing offenders at their discretion, as opposed to half way through their sentence. The act also continues to enable Judges to impose life sentences for the most serious offenders.

We appreciate the public's concerns about the idea of potentially dangerous people living in local communities, after all we are members of society too. We can not eliminate the risk that certain individuals may pose, but as the figures will demonstrate, we can manage these risks through joint working, careful assessment, supervision and monitoring. In doing this we are contributing towards making South Yorkshire a safer place.

Heather Harker
Chief Officer
South Yorkshire
Probation Area

Meredydd Hughes
Chief Constable
South Yorkshire Police



Paul Whitfield
Governor
Prison Service Yorkshire and
Humberside Area

An insight: WHO does MAPPA in South Yorkshire involve?

A Public Protection Unit

- Based at police headquarters and consists of a multi-agency public protection manager who is a senior probation officer, a detective sergeant, a detective constable and administrative support staff;
- All public protection arrangements are led centrally by the public protection unit;
- The key roles of the unit are to convene multi-agency meetings to discuss known offenders who could pose a risk to the public; oversee the arrangements agreed to monitor and manage these offenders; maintain the sex offender register; provide information and intelligence when requested.

Responsible Authority

- The work is led by a 'responsible authority;' consisting of the police, probation service and prisons. Various staff from all three of these agencies are heavily involved in this work.

Strategic Management Board

- Chaired by the chief officer of the probation service and consisting of representatives from; the police, prisons, social services, housing, mental health services, youth offending teams, victim support, community safety partnership and an independent risk expert from Sheffield University and two lay advisers;
- The board meets quarterly to support the work of the unit by advising and reviewing the work undertaken.

An insight: HOW does it work?

When an offender, who has committed a serious violent or sexually offence, is nearing the end of their prison sentence the probation service carry out a thorough assessment to establish the risk they may pose to the public upon release and what sort of supervision and interventions they will require.

If it is felt that a multi-agency approach is needed the case is referred to the public protection unit. Individual agencies can all refer a case to the public protection unit if they assess an offender to be a potential danger to the public, but the vast amount are referred by the probation service. Other key agencies involved in MAPPA are:

- Health;
- Social services;
- Accommodation;
- Youth Offending Teams.

MAPPA has three levels of offender management, with level three being for the 'critical few' who are considered the most serious cases.

Barnsley, Doncaster, Sheffield and Rotherham each hold multi-agency public protection meetings once a month to discuss individual cases. These meetings are chaired by the South Yorkshire MAPPA manager and usually include the supervising probation officer, a police representative, a representative from the prison where the offender is currently imprisoned and any other person's relevant to that particular case such as a victim liaison officer, psychologist or someone who has previously knowledge of the offender such as social services.

The overall aim of the meeting is to put in place arrangements to manage the offender in the community, so that they pose a minimal risk to the public. These arrangements may include;

- A requirement to live at a particular address, such as a probation approved premises, and abide by a curfew;
- Prohibited contact with certain individuals, groups of people or geographical areas;
- Specific restrictions relating to the wishes or concerns of any known victims;
- Restrictions on the type of employment they may pursue;
- Restrictions on certain public areas such as schools or playgrounds;
- Requirement to take part in a particular programme designed to reduce re-offending.

All these conditions can be added as part of the offender's licence – if they break these conditions they are returned to prison.

The case studies further on in this booklet will help build a clearer picture of what this work entails and how it works in practice.

KEY DEVELOPMENTS for 2004-05: Improving the work we do

ViSOR

This is a new national database that will contain the details of all offenders subject to public protection arrangements. This is a major development that will allow staff in the unit to gain instant access to vital information.

The first stage of ViSOR has been successfully implemented in South Yorkshire and involves the inputting of registered sex offender information. This project is being overseen by a detective sergeant.

Lay Advisers – Strategic Management Board

In October 2004 two members of the public were appointed onto the MAPPA Strategic Management Board, to ensure a level of community involvement. The lay members offer an advisory role to the overall management of public protection work. They have no input on individual cases. The newly appointed lay advisers explain;

Lay Adviser one:

"I applied for the role because it seemed an interesting area of which I knew nothing about and a chance to be involved in an area not available to someone with my qualifications. My role is to represent the public and to ask questions of the professionals, such as why particular actions are taken. My role as a lay adviser is still in the early stages and growing as we go along.

Before I joined the board I didn't have any idea how much work is involved and how many agencies are involved in managing just one offender. Also the general public's view of sex offenders is often to lock them away and throw away the key, as my view would have been some ten months ago. Having been involved now and talking to the people who have to manage offenders my whole outlook has changed. I think the public needs more education and insight into the prevention of further offences and the processes and agencies that go into making those decisions."

Lay Adviser two:

"After many years working for social services, for the most part in a managerial position, I took early retirement this year. The post of lay adviser appealed to me as I was not ready to retire without some kind of role working in the public interest. I feel that I still have something to offer and have acquired skills throughout my working life that I hope I can put to good use. I have always had an interest in my local community and in public protection. This role has given me a new focus."

Prisons

The prison service became the third agency that forms the responsible authority for MAPPA in 2004. This has enhanced the links with the prisons and the ability to share information. This work is still ongoing and is likely to strengthen with the emergence of the National Offender Management Service (NOMS) which sees the prisons and probation service working closer than ever before. The prisons are also represented locally on the Strategic Management Board.

The main focus of the prison service contribution is at operational level and includes:

- The prompt identification of MAPPA offenders;
- Regular monitoring of the behaviour of those assessed as presenting the highest risk, and sharing information with police and probation colleagues;
- Providing risk management information for multi-agency meetings;
- At least three months notification to police and probation of the expected release dates of those offenders who have been referred to multi-agency panels and at least six weeks notification of those being managed at level two meetings;
- No changes to release dates or arrangements being made without prior consultation with police and probation;
- Dedicated points of contact for public protection at both area level and in every prison establishment.

With the introduction of new public protection sentences in April 2005, the prison service will continue to play a vital role in protecting the public.

New Risk Levels

For the first time in South Yorkshire all risk levels of MAPPA have been formalised and redefined to provide an integrated management system. This has enabled the benefits of a multi-agency approach to be incorporated at varying degrees. Only level three cases are actively managed by the MAPPA manager. Level one and two cases are managed directly by probation and the police.

Level one

Emphasis on information sharing, especially with the police. This is particularly relevant to prolific and other priority offenders and also those subject to the Integrated Domestic Abuse Programme, some sex offenders are also managed at this level;

Level two

Management requires more than one agency, but the complexity of managing the risk is not so high as to require level 3;

Level three

The 'critical few'. High or very high risk of causing harm. These are complex cases that need close co-operation between agencies to manage the risks. Alternatively some high profile cases that may attract media interest are placed at level 3.

This is the first year that level two statistics have been published alongside level three cases.

Results: How the MAPPA operated locally during 2004-05

During 2004-05, 114 offenders were subject to level three multi-agency public protection arrangements and a further 85 were managed at level two.

Out of the 114 'critical few' level three cases, 16 were recalled to prison for breaching the conditions of their licence. This is a positive result as these 16 offenders were stopped in their tracks before the possibility of them committing a serious offence.

94 potentially dangerous offenders have been successfully managed through the level three multi-agency public protection arrangement, reducing the number of potential victims.

Unfortunately four of the 'critical few' did go on to re-offend. This is an increase from last year, but we have to be realistic enough to accept that this is the nature of the work. The offenders we are managing can be complex and complicated. We cannot eliminate the risks they pose, we can only manage them to the best of our abilities.

MAPPA in action: Case Studies

The MAPPA work is complex and best understood through case studies. The following provide an overview of some of the South Yorkshire cases during 2004-05.

In action: Mental Health and MAPPA

An offender was sentenced to five years for violence. Prior to release the service and mental health services worked closely together to manage his risk. It was agreed in the first panel meeting that a care programme approach needed to be in place to oversee the risk management strategy included in his licence conditions. The panel agreed that the main priority was to make sure he was housed in supported accommodation and had access to medical services. The police were aware of these plans and all parties agreed that it was the most structured plan available.

The offender was released into the community and supervised under strict conditions by the probation service. The information sharing arrangements were agreed between the lead agencies. This proved vital in terms of how the case proceeded.

The plan proved successful for a significant period of time until the offender stopped taking his medication. His behaviour deteriorated to such an extent that he was subject to an immediate recall. Whilst it was unfortunate that he was recalled the services were able to identify that his failure to take his medication was a significant feature for controlling his mental health. An immediate plan for his future release was drawn up building on the risk management adopted previously.

In action: Information Sharing

A sex offender was released from prison at the end of his sentence and travelled down to the South of England. This information was relayed by the public protection unit to the local force, and contact was made with a hostel, police and local service. The offender committed a minor offence and was made subject to a community sentence. South Yorkshire accepted a transfer of the case back to the local area in view of the fact that the offender had no ties in the South and could be monitored effectively in this region.

A plan was established to monitor the offender, which was agreed by the police and probation service. The offender was transported directly to a local probation hostel by the police. Panel meetings established a plan to manage his risk, which involved limited third party disclosure to an agency that could help to monitor his movements. Other police measures were also adopted given the level of risk.

Offending behaviour work centred on an in depth assessment provided by a national agency accredited by the home office, and included his attendance on the sex offender programme run by the probation service. This is a national treatment programme for sex offenders.

He remains in the hostel subject to close scrutiny and is progressing well on his offending behaviour programme.

Disclosing Information to a Third Party

Sometimes it may be decided that it is necessary to disclose information about a MAPPA offender to a third party e.g. a school, organisations that work with street walkers, organisations that monitor and manage car parks and public parks. In these situations the disclosure is handled by a police assistant chief constable and the probation chief officer.

The Victim's Perspective

The safety of victims is taken extremely seriously by the public protection unit and forms a fundamental area of work in terms of planning for an offender's release and, in conjunction with victim contact workers, the sorts of provisions and support victims or their families may need.

Here in South Yorkshire we have built strong links with Victim Support and also work closely with the probation service's victim unit. Probation staff in the victim unit offer to provide information and advice to victims of sexual and violent offences where the offender has been sentenced to 12 months or more in prison.

Some victims decide they would rather not be kept informed of the offender's progression through the system, but many do. By having contact with the victims, the victim contact officers are able to put forward the victim's concerns and any requests for the offender's licence conditions upon release. This may include placing restrictions on certain areas or forbid the offender making contact with the victim. These concerns can also be raised at the MAPPA meetings. Feedback shows that the contact between police, probation and victims provides some comfort to the victims at what is often a distressing time.

Additionally it is sometimes decided that the victim needs further protection. This may involve a visit from the police community safety team who assess the victim's house and install panic alarms that are highlighted on police systems for a quick response.

In action: Victim issues

At the first MAPPA meeting the probation service's victim contact officer reported that the victim of the offence had received a letter from the offender stating that things "weren't finished". It was agreed at the meeting that the prison representative would have the mail restricted and that all phone calls would be subject to monitoring.

The victim continued to receive text messages from the offender's friends and family members. The second panel meeting looked at security measures that needed to be in place to protect the victim. An agreement was reached that the victim contact officer would visit the victim with a member of a specialist unit from the police to strengthen security arrangements in the house. This included an alarm link directly to the local police station.

The victim was also consulted on licence conditions for the offender, which included a specific no contact condition and an exclusion zone from the area. Further advice was offered in relation to an injunction and possible action under the harassment legislation.

The offender was released to a probation hostel (approved premises). At a later point information was passed to the case manager from the victim contact officer that the victim had catalogued a number of events that had occurred after the release of the offender. This included anonymous phone calls and cars slowing down outside the house at odd hours.

All this information was logged with the police, who questioned the offender. The victim then reported that the incidents had. The offender remains on licence and is currently due to complete an accredited programme aimed at addressing his offending behaviour.

Liaison has continued between the victim and the victim contact officer and no further incidents have been reported.

Approved premises

The probation service has three approved premises in South Yorkshire. These are not only for high risk offenders, but also have residents who are on bail or reside there as one of the requirements of their community sentence.

These hostels enable staff to closely monitor certain offenders. For example residents must abide by a curfew, some may be required to sign 'in' and 'out' of the hostel, stating exactly where they are going. Staff may also note what clothes they are wearing each time they leave.

In action: a complex high risk case

This case was transferred from London to South Yorkshire. The release of this particular offender was planned well in advance, due to it being a very high risk case. It was planned that the police would escort the offender from the prison to a probation hostel. A series of rules and expectations were placed on the licence in full discussion with police. These included exclusion zones being set up around the victim and their family, a condition to attend a sex offender treatment programme, a condition not to contact the victim. Also a recall strategy was well established prior to the release to enable a swift recall to prison if necessary.

The offender refused to stay at the hostel and absconded. Plans to recall were initiated immediately, but as the offender couldn't be arrested until a warrant had been issued, the offender was monitored by the police who followed the offender for over an hour until the recall arrangements were authorised and a warrant was sent directly to the police. The offender was arrested and immediately returned to prison.

This is a good example of close working between police and probation ensuring earliest possible recall put into place. Work is now ongoing to re-establish arrangements for his future release.

As you can see MAPP work only involves a small number of offenders each year, especially when you consider that on average the probation service supervises over 2,000 offenders released from prison on licence. But this is important and constructive work that is having an impact on local communities.

Registered Sex Offenders

The public protection unit also manages the local sex offenders register. This is a national database of individuals who have committed certain sexual offences.

On 31 March 2005 there were 911 registered sex offenders in South Yorkshire. Only 50 of these were subject to level three MAPPA and a further 15 were level two.

The statistical information on registered sex offenders may appear alarming – and the overall number has risen since last year. It would be easy to assume that there are more sex offenders in society than ever before. But this simply isn't the case. The reality is that the increase is in line with expectations due to:

- The ability to actively target sex offenders e.g Operation Ore which targeted on line paedophilia and convicted a significant number of offenders;
- The Sexual Offences Act which created this register came into force in 1997. Some offenders must remain on the register for life, the minimum is five years. We have therefore not yet seen many offenders come off the register – it's just being added to, consequently the number will continue to rise.

Further information on the Statistics for 2004-05

1. iii) Sexual Offences Prevention Orders (SOPOs)

- Next year will see an increase in this new power. The public protection unit is analysing how to use these more effectively in South Yorkshire. This is a relatively new power which the police recognises will enable greater control of offenders locally.

2. Category two MAPPA offenders: violent offenders and other sexual offenders

- South Yorkshire has 294 Category 2 offenders living in the community. The majority of these are managed by the probation service without recourse to the higher risk management levels.

3. Category three MAPPA offenders: other offenders

- Small increase from last year and is reflected in the engagement of other agencies.
- Majority were one off meetings that did not lead to any follow up and were de-registered after information had been shared and an action plan developed.

4. Offender managed through level three and level two

- Large increase which has arisen out of the introduction of level two and a natural balancing out of the cases managed at both levels. These cases have been assessed and the restructuring will reduce the numbers significantly.
- Also this figure is taken over a year and not all are currently active. We will restructure again over the next few months with the current actual active cases running at eight level three cases and 67 at level two.

4. b) Returned to custody

- Small increase from 2003-04, but this is likely to be due to the active management of these offenders and increased joint working and speedy breach action.

c) Charged with a serious sexual or violent offence

- Although rigorous risk management plans are maintained with all MAPPA offenders risks cannot be removed. This year, four offenders managed at Level three committed a serious further offence. Of these one offender received a life sentence, one has pleaded not guilty and is awaiting trial, two others received sentences of imprisonment. The offender managed at level two received a life sentence. All the cases have been reviewed by the police and probation service and recommendations have been placed before the Strategic Management Board. However, it is important to remember that this is a small percentage in relation to the number of cases we dealt with over 2004-05.

South Yorkshire MAPPA Annual Report Statistical Information 2004-05

1. Category one MAPPA offenders: Registered Sex Offenders (RSO)

i) The number of RSOs living in your Area on 31 March 2005. 911

ia) The number of RSOs per 100,000 head of population. 70

ii) The number of sex offenders having a registration requirement who were either cautioned or convicted for breaches of the requirement, between 1 April 2004 and 31 March 2005. 2

iii) The number of (a) Sexual Offences Prevention Orders (SOPO) applied for (b) interim SOPOs granted and (c) the full SOPOs imposed by the courts between 1 May 2004 and 31 March 2005. a) 3
b) 2
c) 1

iv) The number of (a) Notification Orders applied for (b) interim Notification Orders granted and (c) full Notification Orders imposed by the courts between 1 May 2004 and 31 March 2005. a) 0
b) 0
c) 0

(v) The number of Foreign Travel Orders (a) applied for and (b) imposed by the courts between 1st May 2004 and 31st March 2005. a) 0
b) 0

2. Category two MAPPA offenders: violent offenders and Other Sexual offenders (V&OS)

Number of violent and other sexual offenders (as defined by section 327 (3), (4) and (5) of the Criminal Justice Act 2003) living in South Yorkshire between 1 April 2004 and 31 March 2005. 294

3. Category Three MAPPA offenders: Other Offenders (OthO)

vii) The number of 'other offenders' (as defined by section 325 (2) (b) of the Criminal Justice Act 2003) between 1 April 2004 and 31 March 2005. 38

4. Offenders managed through Level three (MAPPP) and Level two (Local inter-agency management)

viii) Identify how many MAPPA offenders in each of the three categories have been managed through the MAPPP (level three) and through local inter-agency risk management (level two) between 1 April 2004 and 31 March 2005.

	LEVEL 3	LEVEL 2
Registered Sex Offenders	50	15
Violent and Other Sexual Offenders	50	46
Other Offenders	14	24

ix) Of the cases managed at levels three or two, how many whilst managed at that level;

	LEVEL 3	LEVEL 2
(a) Were returned to custody	16	0
(b) Were returned to custody for a breach of a restraining or sexual offences prevention order?	0	2
(c) Were charged with a serious sexual or violent offence?	4	1

to change info
on monday

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