

Essex

MAPPA Annual Report 2002



1. Introduction: Joining forces to work for you in Essex

The greater the collaboration between agencies, the more effective is Public Protection. Local arrangements for working together on difficult cases have been developed over a number of years in Essex.

In 1997, a police initiative in setting up an agreement to discuss joint arrangements for managing a few specific cases, coinciding with the introduction of the Sex Offender Act, produced a new, successful working relationship between Probation, Police and Social Services.

Arrangements for Multi-Agency Public Protection Panels (MAPPPs) were confirmed in April last year, when the Essex Multi-Agency Public Protection Protocol was signed by the Police and Probation Services in Essex. They were joined as signatories by Social Services (Essex and Thurrock) and Southend Social Care Department in November. Currently work is in hand with the aim that the protocol be signed by Youth Offending Teams (YOTs), North Essex Mental Health NHS Partnership Trust and South Essex Partnership NHS Trust. Discussions are also taking place with housing authorities.

All Essex agencies have built on and extended their ability to work together on issues affecting this county. Effective joint arrangements are now in place for the identification and management of potentially dangerous offenders who are living in the community.



Essex Probation:
Tessa Webb,
Assistant Chief Officer
(Public Protection)



Essex Police:
Joe Edwards,
Assistant Chief
Constable



Essex Social
Services:
Ann Goldsmith,
Head of Children
and Families



Southend Social
Care: Meera Spillett,
Asst. Director
Children & Young
People's Services



Essex Social
Services:
David Watts,
County Safeguards
Co-ordinator



Thurrock Social
Services:
Mark Gurrey, Head
of Children and
Families Services



Essex Youth
Offending Services:
Tanya Gillett, Head
of Y.O.S



Thurrock Youth
Offending Services:
Peter Kay, YOT
Team Manager



Essex Probation:
Andy Wills, Senior
Probation Officer,
(Public Protection)



Essex Police:
Allan Taplin,
MAPPP Co-ordinator



Southend Youth
Offending Services:
Derek Eyre, YOT
Team Manager

2. Roles and Responsibilities: what the agencies do

The protocol for protecting the public describes the practical steps needed for the successful operation of MAPPPs in each of six geographical locations in Essex (Colchester, Chelmsford, Harlow, Basildon, Grays and Southend). It also explains the roles and responsibilities of each signatory agency.

Joining the Police and Probation Services initially were the Social Services in Essex and Thurrock and the Southend Social Care Department. Their responsibilities are wide-ranging. Duties include the provision of services to vulnerable people, to children and their families, to the elderly, and to those with Mental Health or Learning, Physical or Sensory Disabilities. Their involvement in the MAPPP process is central to improved public protection.

Other agencies working closely with the MAPPPs, although not yet

officially joined to the protocol, are expected to become signatories shortly. We look forward to the Youth Offending Service (Essex, Thurrock and Southend) signing the protocol by May 2002. Youth Offending Teams are responsible for the supervision of young offenders ages 10 to 18, and involve staff from the Police, Probation, Health and Social Services. Membership of the MAPPPs will extend the valuable work already undertaken by this service in Area Child Protection Committees.

Discussions with Health, in this case the North Essex Mental Health NHS Partnership Trust, and the South Essex Partnership NHS Trust (Mental Health), will be progressed. A target date is anticipated for the official inclusion in the protocol of these important agencies.

Mental Health Services provide specialist work geared to the needs of

users, carers and local communities, including a commitment to preventing harm and self harm. Their contribution to MAPPP meetings is already a valuable one.

Similarly, it is expected that discussions with Housing will lead to a planned date for signing the protocol. Providing appropriate accommodation for offenders is an important factor in maintaining public safety. An invitation has been extended to the Eastern Region Prison Service to join the steering group.



3. The arrangements made: an outline of the processes

A strategic planning meeting to develop and improve MAPPP arrangements takes place at six-weekly intervals. Chaired by the Assistant Chief Officer of Probation (Public Protection), it is attended by Police, Social Services, YOTs, and Mental Health managers.

Making decisions about the risk posed by certain offenders, and how best to manage it, requires good systems. Internal policies for each agency must complement and reflect the MAPPP processes. Essex Probation issued a revised Public Protection Policy and Guidelines in October 2001, governing the identification of relevant offenders and giving guidance on the

implementing and recording of MAPPP meetings. Systems have been introduced to monitor referrals to MAPPPs across Essex.

Essex Police have Operational Policy Guidelines for referral to the MAPPP meetings, including those governing the requirements of the Sex Offender Act.

Police, Probation or Social Services identify offenders who fall within the criteria of the critical few dangerous offenders to be discussed in the MAPPP meetings. (Research shows us that public safety is best served if agencies identify those who pose most risk, and target full resources on the "critical few". The work done in

Essex to focus on this group has received recent recognition from the Probation Inspectorate.)

The MAPPP system provides for assessment and management of offenders at three levels:

- **Information Enquiry:** by each agency, to establish whether an offender is known to others, and to share information. A decision may be made to progress to an Information Exchange meeting or to a full MAPPP meeting.

- **Information Exchange Meetings:** held to establish the nature of information held by each agency, and to come to a consensus on the level of risk posed by the individual offender; triggering full MAPPP meetings in appropriate cases. They

will also review cases previously subject to a MAPPP meeting in order to check on progress.

• **Full MAPPP meetings:** establishing detailed risk management plans.

The Information Exchange and MAPPP meetings are co-ordinated to a pre-planned schedule by the Essex Police Dangerous Offenders Unit, ensuring that MAPPPs take place at least every six weeks at the six geographic locations. (In addition, emergency meetings can be called at any time within 24 hours notice.)

An officer from the Dangerous Offenders Unit is present at every meeting and ensures attendance of local Divisional Police Officers. The Social Services representatives co-ordinate internal information exchange and liaison between the various Social Services teams. The relevant Senior Probation Officer will take the chair. Probation provides administrative support. A signed attendance sheet is completed for each meeting.

Where the presence of other

agencies, such as Health and Housing, is important, requests are made that their representatives attend, in order to contribute to discussion and risk management planning. The Criminal Justice Mental Health Team worker or Housing Officer can play an extremely important role in improving the risk management strategy for a dangerous offender.

The Essex Probation Victims Unit is represented in person where appropriate at MAPPP meetings, as are other specialist Probation Service functions, such as Accommodation Officers, who liaise closely with local housing providers.

The Risk Management Plans made for each case will specify action by each individual agency/worker, and can include: a programme of intervention; the monitoring of behaviour and attitudes of the offender; surveillance planning; intelligence sharing; accommodation planning; contingencies; public

disclosure planning, and a review period. Each agency acknowledges the vital importance of safeguarding the confidentiality of the meetings and the notes which come from them.

The Assistant Chief Officer (Public Protection) chairs four-monthly meetings for Probation managers to identify and share good practice, areas for improvement and to share performance information. These meetings are also attended by one Essex Police MAPPP co-ordinator.

Two Senior Probation Officers also have specialist lead roles for Public Protection and the supervision of sex offenders to promote best practice and develop staff skills.



4. Offenders whose risk is significant

Any offender who fits the criteria of sections 67 and 68 of the Criminal Justice and Court Services Act 2000 can be considered under the MAPPP process. The opportunity to protect the public through the use of this process is not just confined to sex offenders. Offences in sections 67-8 add up to nearly 80 in total, and range from causing death by dangerous driving, right through to assaults of differing gravity, as well as murder, robbery and sex offences.

Care needs to be taken in understanding the criteria for offenders who fall into this category.

For instance, 21% of this number have been convicted of an offence of robbery. Theft of mobile phones can account for a good number of "theft from a person" offences. In Essex, 657 cases fit the criteria for sections 67 and 68. A good number of these offenders are in prison, and many will remain so for some years.

There are 385 sex offenders registered in the county, who are required to keep the police informed of any change of address, and will be subject to monitoring by Essex Police. (Government legislation requires sex offenders, including

those of lower seriousness, to be registered with the police). Of the 385, six were either cautioned or convicted during this year for breaches of the requirement to register. One Sex Offender Order was applied for and granted during the previous year: none in 2001 - 02.

The MAPPP process is aimed at targeting the few offenders representing immediate risk who require the joint attention of all relevant agencies. A large proportion of cases in Essex, although eligible for consideration, would not reach the full MAPPP meeting stage.

Managing Risk: the different stages

Despite public perceptions to the contrary, the likelihood of a dangerous offender re-offending is minimal. Of those serious offenders supervised by the Probation Service, for instance, fewer than one tenth of one percent are likely to commit a further similar offence. The work of the MAPPPs helps keep it that way. A battery of tools to deal with the offender is provided by a wide variety of community agencies. The fact that offenders know they are under scrutiny helps also.

It is the job of Multi-Agency Public Protection Panels to ensure that systems for managing risk are as effective as possible, and that their contribution to community protection is as sound as they can make it. This is an illustration of some of the stages at which a sex offender's risk can be managed in the criminal justice process.

Pre Sentence Report

A specialist assessment for the court identifies risk. (Referral to Sex Offender Programme tutors can highlight issues for concern). Proposals made to the court include plans for the management of risk.

Possible recommendations in the report:

Life sentence

Extended sentence

Longer than Commensurate sentence

Restraining Order on release

Community sentence (for less serious)

Sentence

Plans for the management of risk should be initiated at sentencing. Balancing the rights of the individual with the right of the community to be kept safe, the court can if necessary impose long and extended periods of imprisonment. A Restraining Order made at the time of sentence offers an opportunity to plan for release in the community: it can ban anyone from doing anything for any length of time. Penalties for breach can be severe. This Order's potential has yet to be fully utilised.

During imprisonment

Some treatment can take place while the offender is in prison. Where the Sex Offender Treatment Programme is available, work done in prison can then be followed up with complementary programmes in the community. At least three months prior to release, and often longer, the MAPPP process begins. Information gathered by prison and probation staff informs the extensive planning. Deciding on where an offender will live is an important first stage. Housing Departments' contributions to MAPPP meetings assist in substantially minimising and managing risk. Potential addresses are checked out with Social Services and Police intelligence. Decisions are made about the treatment and surveillance elements of supervision, and the administration of any extra licence conditions that could usefully aid the management of risk of harm and risk of re-offending. Victims' views are taken into consideration. Once a geographical location is agreed, a framework is built to manage the offender, using the skills and resources of any of the MAPPP agencies.

After release

Specialist programmes dealing with sex offending are provided. MAPPP meetings review progress regularly. Extra meetings are called where necessary. While any agency can request a multi-agency meeting, it tends usually to be the agency most directly involved with day to day supervision - Probation - or the Police. If at any time the risk presented by the offender is thought to be increasing, or behaviour is causing concern, strong measures can be taken. An offender on Licence or Extended Sentence can be recalled to prison. Failure to comply with a Restraining Order can also result in imprisonment. A Sex Offender Order can be applied for (breaching this has similar results).

5. Strategic Management Arrangements: developing our work

The Steering Group monitors the performance of the MAPPP meetings, and identifies best practice. It provides analysis and advice to those involved in the MAPPP meetings. Another task for the group is to review the protocol to which everyone is



working, and make further improvements as necessary.

Originally consisting of Assistant Chief Officer (Probation), Assistant Chief Constable (Police), the Essex Police MAPPP Co-ordinator and the Senior Probation Officer (Public Protection), it now includes representation from the Social Services County Safeguards Unit, Essex; Thurrock and Southend YOT managers; the Forensic Mental Health Service Manager; and the Director of the North Essex Mental Health NHS Partnership Trust.

A full meeting of the Steering Group meets twice each year to review progress, but representatives of this Group have met for strategic planning

meetings every six weeks since May 2001.

Acting as the responsible authority, the Group reviews arrangements, monitors effectiveness and makes necessary improvements, as required under section 67 CJ&CS Act 2000.



6. Disclosing confidential information

Making information known to individuals and groups in the county is done with care, with the need to protect potential victims as the most important consideration.

The protocol provides important guidance about safeguarding confidentiality and how full public disclosure would take place. This can be approved by the Assistant Chief Constable



(Operations), in conjunction with the Police Press Officer and the Probation Communications Officer.

However, these cases would be rare, and there has been no full disclosure this year. Revealing information which would lead to offenders "going underground", thus placing themselves beyond the control of those charged with protecting the

community and preventing further offending, is a consideration of which services need to be strongly aware.

Used well, disclosure can be a powerful tool in keeping people safer,

however. Recent experience in Essex demonstrated, for instance, that when an offender took inappropriate employment, which could allow him contact with potential victims, the threat of revealing information about him ensured that he terminated his employment immediately.

Where someone was not convicted of a sex offence, but police intelligence

suggested that there was ample cause for concern, it was possible through the MAPPP process to discuss this with employers. When a newly-released prisoner formed a relationship through which his new partner or children connected with her could be at risk, disclosure was used.

When an offender was known to be dangerous to women in authority, notification was given to potential victims in the other statutory agencies involved in his life.

Disclosure must also take place with any agency other than Police, Probation and Social Services who are invited to a MAPPP meeting. Everyone attending such meetings is asked to abide by a statement of confidentiality on each occasion.

7. Letting you know what we do

The work done for the county through the MAPPP process is regularly described and clarified at meetings with representatives of the local communities, at their invitation. A series of briefing meetings is also taking place with our MPs, and Chief Executives of local authorities. Further work will be done with the Community Safety groups in time.

In 2001/02 joint Police/Probation presentations have been provided to

- Basildon Crime & Disorder Leadership Group
- Essex Chief

Executives • The North Essex Local Implementation Team for Mental Health • South Essex Partnership NHS Trust (Mental Health) • Essex MPs at the House of Commons • a specific meeting to address community concerns about Sarah's Law, hosted by Bill Rammel MP, Harlow.

Further presentations are now being scheduled for 2002/03 with the intention to reach all fourteen Districts in Essex, and increase community understanding of the work taking

place to supervise dangerous offenders in the community. The MAPPP steering group has recognised the importance of improving the community's knowledge of this vital and potentially sensitive area of work. Positive feedback from presentations given so far indicates a real need for further work to inform people about the work that is done for them, and to promote sensible debate and discussion.

8. Work with Victims: its contribution to safety

The Criminal Justice and Court Services Act 2000 Sec. 69 requires the Probation Service to contact victims and ascertain whether they wish to be consulted about the release arrangements for offenders, imprisoned for 12 months or more, who have committed violent or sex offences. Victims are entitled to be kept informed of the timing of release, the general location, and to be given details of any licence conditions which could impact on them.

The role of the Essex Probation Victim Contact Unit has evolved and developed since April 2001. In the first instance, it consisted of information-sharing and providing victim perspectives while gathering relevant information. However, during their contacts with victims, specialist officers in the unit have received information from them not previously available to case managers, and vital to the risk assessment process. As a consequence, Victim Contact Officers are now pro-active, providing not only the victims' perspective, but routinely assessing the risk to the victim, and also to the offender, either of reprisal

from the victim or their extended family. Such information has played a significant role in the decision-making



process within the MAPPPs forum, and ultimately the re-settlement plans proposed for the offender.

Typical of the way that work with victims can regularly enhance public safety are cases where information not available at the time of an offender's court appearance is produced later. A victim reluctant to give full information at the time the police are taking statements in preparation for a court case may well be less afraid to divulge more after a sentence of imprisonment is assured. A broader picture of the offending is discovered, and where necessary fed through to the MAPPP, so that informed planning for surveillance

and supervision on release can take place. Accurate information is important in keeping people safe, and Victim Contact Officers make an invaluable contribution.

In enhancing its work with victims, the Probation Service in Essex values its partnership with the Victim Support Scheme. Victim Support is the national charity for people 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 contact numbers for the Essex Victim Support Scheme can be found on pages 10 & 11 of this report. Also available is the Victim Supportline - 0845 30 30 900 - for information and support and details of local services and other relevant organisations.

Statistical Information

Registered sex offenders (RSOs) in community on 31/03/02 (s68 (2) CJ&CS Act 2000 - see A below)	385
RSOs per 100,000 population (Essex population:1,628,962)	24
SOs cautioned/ convicted for breaches of registration requirement	6
Sex Offender Orders* 1 April 01 - 31 March 02	
a) total applied for	0
b) granted	0
c) not granted	0
d) applications still in progress	0
Violent offenders and other sex offenders 01/04/01 - 31/03/02 (s68 (3)(4)&(5) CJ&CS Act 2000 - see B below)	657
Other offenders 01/04/01 - 31/03/02 (s67 (2)(b) CJ&CS Act 2000 - see C below)	20

(A) Registered Sex Offenders - s68 (2) CJ&CS Act 2000: an offender who is subject to the notification requirements of Part 1 of the Sex Offenders Act 1997

(B) Violent Offenders & Other Sex Offenders - defined by s68 (3)(4)&(5) CJ&CS Act 2000:

- (3) A person falls within this subsection if -
- (a) he is convicted by a court in England or Wales of a sexual or violent offence (within the meaning of the Powers of Criminal Courts (Sentencing) Act 2000), and
- (b) one of the following sentences is imposed on him in respect of the conviction -
- (i) a sentence of imprisonment for a term of 12 months or more,
 - (ii) a sentence of detention in a young offender institution for a term of 12 months or more,
 - (iii) a sentence of detention during Her Majesty's Pleasure,
 - (iv) a sentence of detention for a period of 12 months or more under section 91 of the Powers of Criminal Courts (Sentencing) Act 2000 (offenders under 18 convicted of certain serious offences),
 - (v) a detention and training order for a term of 12 months or more, or
 - (vi) a hospital or guardianship order within the meaning of the Mental Health Act 1983.
- (4) A person falls within this subsection if -
- (a) he is found not guilty by a court of in England and Wales of a sexual or violent offence (within the meaning of the Powers of Criminal Courts (Sentencing) Act 2000) by reason of insanity or to be under a disability and to have done the act charged against him in respect of such an offence, and
- (b) one of the following orders is made in respect of the act charged against him as the offence -
- (i) an order that he be admitted to hospital, or
 - (ii) a guardianship order within the meaning of the Mental Health Act 1983.
- (5) A person falls within the subsection if the first condition set out in section 28(2) or 29(2) or the second condition set out in section 28(3) or 29(3) is satisfied in his case.

(C) Other Offenders - s67 (2) (b) CJ&CS Act 2000: an offender considered by the responsible authority to be person who may cause serious harm to the public

*One Order was applied for and granted prior to April 2001.

Additional costs of local arrangements

These costs are those which have arisen as a result of the implementation of the CJ and CS Act 2000, sections 67 & 68

	Essex Probation Board £000	Essex Police £000	Other Agencies £000	Total £000
Staff costs	£30.2	£16.6	£16(*1)	
Other costs	£0	£0	£0	£0
Total expenditure	£30.2	£16.6	£16(*1)	
Income	£0	£0	£0	£0
Net expenditure	£30.2	£16.6	£16(*1)	£63.3
(Set up costs included in expenditure	£2.0(*2)			£2.0)

*1 Direct cost of attendance at meetings by Social Services only

*2 Cost of MAPPP planning/steering meetings and presentations to the community

Contacts

Essex Probation Area	Address	Phone
	Cullen Mill 49 Braintree Rd Witham CM8 2DD	01376 501626

Essex Police	Address	Phone
	Police Headquarters PO Box 2 Springfield Chelmsford CM2 6DA	01245 491491

Essex Social Services	Address	Phone
	Essex County Council Victoria Rd South Chelmsford CM1 1YS	01245 492211

Southend on Sea Dept of Social Care	Address	Phone
	Civic Centre PO Box 6 Victoria Avenue Southend on Sea Essex SS2 6ER	01702 215000

Thurrock Social Services	Address	Phone
	PO Box 140 Civic Offices New Road Grays Thurrock Essex RM17 6TJ	01375 652956

Essex Youth Offending Service	Address	Phone
	Suite 3 Empire House Victoria Rd Chelmsford CM1 1PE	01245 492211

Southend on Sea Youth Offending Service	Address	Phone
	Baryta House 7th Floor 29 Victoria Ave Southend on Sea SS2 6AZ	01702 608500

Thurrock Youth Offending Service	Address	Phone
	Five Wells West Street GraysThurrock RM17 6XR	01375 413900

Victim Contact Unit	Address	Phone
	Ashby House Brook St Chelmsford CM1 1UH	01245 287154

Victim Support Scheme	Address	Phone
	(Basildon and Castle Point) Craylands Hall Norwich Walk Basildon SS14 3QZ	01268 273703

Victim Support Scheme	Address	Phone
	(Chelmsford and Braintree) C/O Melbourne Police Station Arnhem Road Chelmsford CM1 2JEN	01245 250799
	(Thurrock and Brentwood) 122 Seven Arches Rd Brentwood CM14 4JG	01375 382657
	Norman Hall Cromwell Rd Grays RM17 5HF	
	(Colchester, Clacton and Harwich) Imperial House Rosemary Rd Clacton-on-Sea CO15 1NZ	01255 424934
	(West Essex) 1-15 Bush House Bush Fair Harlow CM18 6NS	01279 641074
	(Southend, Rayleigh and Rochford) 15a Queens Road Southend-on-Sea Essex SS1 1LT	01702 333911

