



# Annual Report 2007-08





# 1 Introduction

## Protecting the public is one of the highest priorities for law enforcement agencies in South Yorkshire.

Multi-Agency Public Protection Arrangements (MAPPA) have been in place since 2001 and are a partnership approach led by the police, probation and prison services.

This report gives an overview of developments in South Yorkshire during 2007-08, when the MAPPA were successful in apprehending a high risk individual who absconded from the area. This case attracted national media attention but was concluded without further offences being committed.

The strategic direction of MAPPA in South Yorkshire are overseen by a Strategic Management Board (SMB) - a body with a membership drawn from the Responsible Authority as well as other agencies that are part of MAPPA. They are joined by two Lay Advisers, who provide an invaluable perspective as representatives of the wider public of South Yorkshire.

During 2007-08, the SMB continued to focus on specific pieces of improvement work, and a strategic review was commissioned in March 2008 to explore future staffing needs, funding requirements, and progress against the three year strategic plan (2006-09).

A Communications and Training Sub-Group reviewed current training arrangements within each agency and explored the potential for joint multi-agency training programmes and work to improve general awareness of MAPPA work.

A Quality Assurance Sub-Group reviewed the work done in specific cases, particularly those we class as the 'critical few' (those offenders who pose the highest risk). The group also reviewed the management of all cases where offenders under probation supervision went onto commit serious further offences.

We appreciate the public's concerns about the idea of potentially dangerous people living in local communities, and we recognise the need to demonstrate more effectively how we are working together to manage the risk these individuals pose.

MAPPA represents a genuine success story for the criminal justice agencies in South Yorkshire. We can never guarantee that none of the offenders subject to MAPPA will go on to re-offend, and we would never seek to minimise the harm these offences cause.

But we have a demonstrable track record in identifying and preventing future offending, in protecting the interests of victims and ensuring the safe and successful rehabilitation and reintegration of many offenders who have previously posed much higher risks to local communities.

You will also find statistics which give you the facts about the types of offenders we deal with, the offences they have committed and the measures we are taking to manage them in the community.

We cannot entirely eliminate the risk that every individual 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.

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## 2 Key Achievements in 2007-08

This section summarises progress against the South Yorkshire MAPPA Strategic Plan for 2006-09.

### MAPPA Development Strategy

1a) Improving quality standards of work undertaken on MAPPA cases building on evidence of 'what works' and best practice.

A quality assurance approach to the review of MAPPA work has been developed. Cases are reviewed where there is best practice and where Serious Further Offences have been committed.

1b) Improving awareness of National MAPPA developments to assist South Yorkshire in ensuring best practice.

Members of South Yorkshire's MAPPA Unit and SMB contributed to a regional conference on MAPPA practice development in March 2008.

1c) Review membership of SMB. Audit existing skills and identify any gaps in representation. Develop role of Lay Adviser. Formulate an action plan based on the audit results.

The SMB reviewed membership to ensure all relevant statutory and voluntary organisations are represented. The number of agencies represented on the SMB has grown significantly since 2001.

1d) Keep abreast of National trends and developments that directly impact on the work of MAPPA i.e. Victim and IDAP. Evaluation and Research. Safeguarding Children.

The Recommendations from Rice Report in 2006 were shared with the SMB by the probation service. The Victims code of conduct was implemented via the South Yorkshire Criminal Justice Board Victim & Witnesses Sub-Group. A referrals process for Multi-Agency Risk Assessment Conferences used in domestic abuse cases was agreed in February 2008.

1e) Review regional working to maximise on regional knowledge and resources.

A regional group is in place with representatives from the three agencies in the Responsible Authority.

1f) Ensure the South Yorkshire SMB Strategic Plan reflects the Responsible Authority National Steering Group (RANSNG) Business Plan.

This work was completed.

1g) Implement revised MAPPA guidance due to be published in April 2006. Share the revised MAPPA guidance with SMB when available and agree an implementation plan.

The guidance has been implemented.

## Communication and Strategic Partnerships Strategy

2a) Improve public confidence and knowledge of MAPPA. To develop a Communication Strategy to improve information available both internally and externally and increase public confidence in MAPPA process.

A communications strategy and key messages are in place. Recommendations for improvements in the media and communications aspects of MAPPA will be included in the strategic review.

2b) Improve statutory and voluntary agency knowledge and participation to MAPPA.

Memorandums of understanding with Duty to Co-operate agencies are being agreed and links to Criminal Justice Boards, Crime & Disorder Reduction Partnerships (CDRPs) and Safeguarding Children Boards are being developed. The annual report is produced in accordance with national requirements.

2c) Improve communication and information sharing between relevant agencies both before and after the MAPPA Level Two and Three meetings to increase effectiveness of MAPPA processes and partnerships.

A successful local MAPPA conference was held in January 2008 and there are plans to further training and communications for partner agencies in 2008-09.

2d) Improve staff and core group members' knowledge about risk assessment and management.

This work is ongoing as described above.

2e) Develop improved liaison with accommodation providers to ensure appropriate housing for MAPPA offenders.

The SMB is working with Duty to Co-operate agencies, CDRPs and the South Yorkshire Offender Housing Forum to improve accommodation arrangements.

## Monitoring and Evaluation Strategy

3a) Review monitoring information at each SMB including:

- Implementation of national templates when available to support information sharing, referral to MAPPA minute taking and review processes;
- Analysis of use of MAPPA risk management threshold Level Two and Three;
- Analysis of MAPPA offenders who commit serious further offences;
- Analysis of attendance and level of cooperation of agencies contributing to Level Two and Three;
- Analysis of diversity profile of offenders at Level Two and Three.

Monitoring information is collated and analysed at each meeting of the SMB.

## Training Strategy

4a) To coordinate a local MAPPA conference for Duty to Cooperate and core group members.

This was achieved.

4b) To review, update and implement training plan.

A training plan has been developed for staff in the Responsible Authority and Duty to Co-operate agencies, but the issue of funding will need to be resolved in the upcoming strategic review.

4c) Implement findings from the Sex Offender and Public Protection Thematic Inspection.

This was achieved.

## Youth Offending

5a) Ensure all YOTs have referral procedures for local MAPPA. Further develop YOT referral procedures to MAPPA.

Considerable work has been done with Youth Offending Teams to improve their input into MAPPA. The Youth Offending Teams have undertaken consultation with MAPPA agencies with regards to their youth risk policies and procedures.

5b) Promote awareness of specific needs of young people requiring MAPPA. Each MAPPA on a young person to consider information relevant to specific needs of the young person involved.

This is now in place.

5c) Ensure risk assessment and risk management training is delivered to YOT staff. Ensure training is delivered to YOT staff and links the importance of assessment and appropriate referral to MAPPA.

This has been achieved and the MAPPA Manager was involved in training staff and this is ongoing.

## The MAPPA Unit

The MAPPA Unit is based at South Yorkshire Police headquarters in Sheffield. It is jointly staffed by police and probation staff, including a detective sergeant, detective constable, senior probation officer and administrative staff.

A new structure for level three cases ('the critical few') is well established and ensures more senior management involvement in the cases of the most serious offenders. A protocol ensures each agency is represented by virtue of what is required for the case. A detective superintendent, probation divisional manager, and a prison governor are required to attend all level three meetings.

## 3 The MAPPA Framework

### What is MAPPA?

MAPPA are a set of arrangements to manage the risk posed by certain sexual and violent offenders. They bring together the Police, Probation and Prison Services in South Yorkshire into what is known as the MAPPA Responsible Authority.

A number of other agencies are under a duty to co-operate with the Responsible Authority. These include: Children's Services, Adult Social Services, Health Trusts and Authorities, Youth Offending Teams, local housing authorities and certain registered social landlords, Jobcentre Plus, and electronic monitoring providers. The purposes of MAPPA are:

- To ensure more comprehensive risk assessments are completed, taking advantage of co-ordinated information sharing across the agencies; and
- To direct the available resources to best protect the public from serious harm.

### How do the MAPPA work?

Offenders eligible for MAPPA are identified and information is gathered / shared about them across relevant agencies. The nature and level of the risk of harm they pose is assessed and a risk management plan is implemented to protect the public.

In most cases, the offender will be managed under the ordinary arrangements applied by the agency or agencies with supervisory responsibility. A number of offenders, though, require active multi-agency management and their risk management plans will be formulated and monitored via MAPP meetings attended by various agencies.

### Who are the MAPPA offenders?

There are three categories of offender eligible for MAPPA:

- **Registered Sexual Offenders (Category One)** - sexual offenders who are required to notify the police of their name, address and other personal details and notify any changes subsequently;
- **Violent Offenders (Category Two)** - offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. This category also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children; and,
- **Other Dangerous Offenders (Category Three)** - offenders who do not qualify under Categories One or Two but who currently pose a risk of serious harm, there is a link between the offending and the risk posed, and they require active multi-agency management.

## How are they managed?

There are three levels of management which are based upon the level of multi-agency co-operation required to implement the risk management plan effectively. Offenders will be moved up and down levels as appropriate:

- **Level One - Ordinary management** - These offenders are subject to the usual management arrangements applied by whichever agency is supervising them. But this does not rule out information sharing between agencies, via the Violent and Sex Offender Register (ViSOR) database and other routes;
- **Level Two - Active multi-agency management** - The risk management plans for these offenders require the active involvement of several agencies via regular multi-agency public protection (MAPP) meetings;
- **Level Three - Active multi-agency management** - As with Level Two but these cases additionally require the involvement of senior officers to authorise the use of special resources, such as police surveillance or specialised accommodation, and/or to provide ongoing senior management oversight.

## What is the role of the Strategic Management Board?

Senior representatives of each of the agencies involved in MAPPA form a Strategic Management Board (SMB) which meets at least quarterly to monitor the arrangements and direct any necessary improvements.

The SMB will measure effectiveness against new national MAPPA standards introduced in October 2007 in order to ensure a common standard of effective public protection arrangements and that each of the agencies is playing a full part in MAPPA.

## What do the Lay Advisers do?

The Responsible Authority is required to appoint two Lay Advisers to sit on the SMB. The Lay Advisers act as independent yet informed observers; able to pose questions which the professionals closely involved in the work might not think of asking. They also bring to the SMB their understanding and perspective of the local community - where they must reside or have strong links.

## ViSOR

ViSOR is a database holding details of sexual and violent offenders, and other dangerous persons. In 2008, for the first time, the three MAPPA Responsible Authority agencies - police, prison and probation - will be able to work on the same IT system enabling the sharing of risk assessments and risk management information on individual violent and sex offenders in a timely way to reduce re-offending.

## 4 How the MAPPA operate locally

### The MAPPA Unit

- Based at police headquarters, the unit has a multi-agency public protection manager who is the MAPPA co-ordinator, a detective sergeant, a detective constable and administrative support staff;
- All public protection arrangements are led centrally by the MAPPA 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.
- The unit will also be responsible for the operational demands of ViSOR, with the MAPPA co-ordinator acting as 'central point of contact'.

### 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 an assistant chief constable of South Yorkshire Police and consisting of representatives from the police, prisons, probation, social services, housing, mental health services, youth offending teams, victim support, community safety partnership, 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 MAPPA 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 MAPPA 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.

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 persons 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 which follow help build a clearer picture of what this work entails and how it works in practice.

## Case Studies

### Managing a licence

A predatory sex offender subject to MAPPA Level Two since 2004 was released without a probation supervision requirement.

The offender had a long history of indecent assaults against children spanning 20 years. He had twice been recalled to prison while on licence because of concerns about his continuing to groom children.

Having lost a leg two years previously, he now had a mobility scooter and he required special housing on release.

A decision was made that the police and housing agencies would manage him jointly. This was an extremely challenging case but the input of Action Housing and St Leger's Homes was responsive and

professional.

The man was subject to regular visits and monitoring by police officers and housing officials. Information was shared between the MAPPA partners and a disclosure was authorised to a neighbour who had a grandchild.

Thanks to this disclosure and the sharing of information, a MAPPP meeting was subsequently called and arrangements made to move this man when new concerns came to light.

This was an excellent example of multi-agency co-operation involving a Responsible Authority (police) and agencies with a Duty to Co-operate. All were involved in not just the rehabilitation attempts, but active risk management through detecting and reporting risk issues as they arose.

### Resettling into the community

A dangerous violent rapist managed at MAPPA Level Three, who had a conviction for male rape and a previous offence against a child, was released on licence from prison.

This man had committed a very violent sexual offence and had a history of other violent crimes and offending against children. Aged 27 and diagnosed with a severe personality disorder, he was regarded as a major worry by all the agencies involved.

Released to an Approved Premises in Rotherham, he had been resident for six weeks at the time of writing this report and had been given

Critical Public Protection Case (CPPC) status.

Successfully managing his release into the community requires regular liaison between the Approved Premises, his Offender Manager, the Victim Liaison Officer working with his last victim, drug treatment agencies, volunteer partner agency SOVA and the police.

Because he is so potentially dangerous, detailed information sharing is essential for effective management. The Public Protection Unit have also secured national CPPC money to fund mentoring with the aim of encouraging him into activities to avoid boredom and integrate him back into the Afro-Caribbean community.

## 5 Lay Adviser's Report

Section 326(3) of the Criminal Justice Act 2003 required the Secretary of State to appoint two Lay Advisers to each MAPPA Responsible Authority in the 42 areas of England and Wales.

The Lay Advisers operate as full members of the Strategic Management Board. Their purpose and value in attending the board is 'as informed observers and as askers of questions which professionals closely involved in their work would not necessarily think of asking.'

Nationally recruitment and retention of Lay Advisers has been problematic. One of the two South Yorkshire Lay Advisers resigned recently for personal reasons but a replacement has been recruited.

This new Lay Adviser will soon be starting her training and I welcome her to her new role. I have been concentrating my involvement in MAPPA proceedings by attending Level Three meetings.

The sheer volume of cases needing to be dealt with continues to put tremendous pressure on all the agencies that are involved in this procedure, and I would like to quote two examples.

At one meeting a social services senior manager explained that the team was 50% under staffed and that was the explanation she was giving for not meeting deadlines. The same can be said for the prison service. The pressure on them at the moment means that they are struggling to do reports or send representatives to Level Three meetings. All of the above has a knock-on effect that means some cases are behind schedule.

These issues aside, I continue to be impressed with all the efforts of all the agencies involved. My involvement with colleagues nationally has continued by my attending two conferences organised by the PPU in London.

My term of office is coming to an end and I am looking forward to being asked to continue for a further term.

**Richard Burton**  
**Lay Adviser**

## 6 Statistical Information

### South Yorkshire MAPPA Statistics 2007-08

#### 1. Category 1 MAPPA Offenders: Registered Sex Offenders (RSOs)

i) The number of RSOs living in your area on 31 March 2008.

**Barnsley 136      Doncaster 248      Rotherham 168      Sheffield 305      Total 857**

a) The number of RSOs per 100, head of population.

**66**

ii) The number of sex offenders having a registration requirement who were either cautioned or convicted for breaches of the requirement, between 1 April 2007 and 31 March 2008.

**Convictions 4      Cautions 8      Total 12**

iii) The number of a) Sexual Offences Prevention Orders (SOPOs) applied for b) interim SOPOs granted and c) full SOPOs imposed by the courts, between 1 April 2007 and 31 March 2008.

**a) 0    b) 1    c) 35**

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 April 2007 and 31 March 2008.

**a) 0    b) 0    c) 0**

v) The number of Foreign Travel Orders a) applied for and b) imposed by the courts, between 1 April 2007 and 31 March 2008.

**a) 0    b) 0**

#### 2. Category 2 MAPPA Offenders: Violent Offenders (VO)

vi) The 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 2007 and 31 March 2008.

**305**

#### 3. Category 3 MAPPA Offenders: Other Offenders (OthO)

vii) The number of 'other offenders' (as defined by Section 325 (2) (b) of the Criminal Justice Act 2003) living in South Yorkshire, between 1 April 2007 and 31 March 2008.

**10**

#### 4. Offenders managed at Level Two or Three

viii) Identify how many MAPPA eligible offenders in each of the three categories (i.e. (1) RSOs, (2) VOs and (3) OthOs above) have been managed at Level Two or Three, between 1 April 2007 and 31 March 2008.

<b>1) RSOs:</b>	<b>Level Two</b>	<b>58;</b>	<b>Level Three</b>	<b>7;</b>
<b>2) VO:</b>	<b>Level Two</b>	<b>83;</b>	<b>Level Three</b>	<b>1;</b>
<b>3) Others:</b>	<b>Level Two</b>	<b>1;</b>	<b>Level Three</b>	<b>0.</b>

(ix) Of the cases managed at Levels Two or Three between 1 April 2007 and 31 March 2008 (i.e. the figures at viii above), how many:

a) Were returned to custody for a breach of licence?

**Level Three 0; Level Two 116.**

b) Were sent to custody for a breach of a Sexual Offences Prevention Order (SOPO)?

**Level Three 1**

c) Were charged with a serious sexual or violent offence?

**Level Two 2**

x) Of the cases where Level Two or Three MAPPA offenders are charged with a Serious Further Offence (SFO), between 1 April 2007 and 31 March 2008, how many had resulted in:

a) A conviction for an SFO?

**RSO Level Two 1**

b) Any other outcome (e.g. conviction for non-SFO, charge dropped, acquittal, case not proceeded with):

**VO Level Two 1**

c) The offender still being charged with an SFO?

**0**

## 7 Contacts

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### Useful Websites



[www.south-yorks.police.uk](http://www.south-yorks.police.uk)



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[www.syps.org.uk](http://www.syps.org.uk)



[www.hmps.gov.uk](http://www.hmps.gov.uk)



