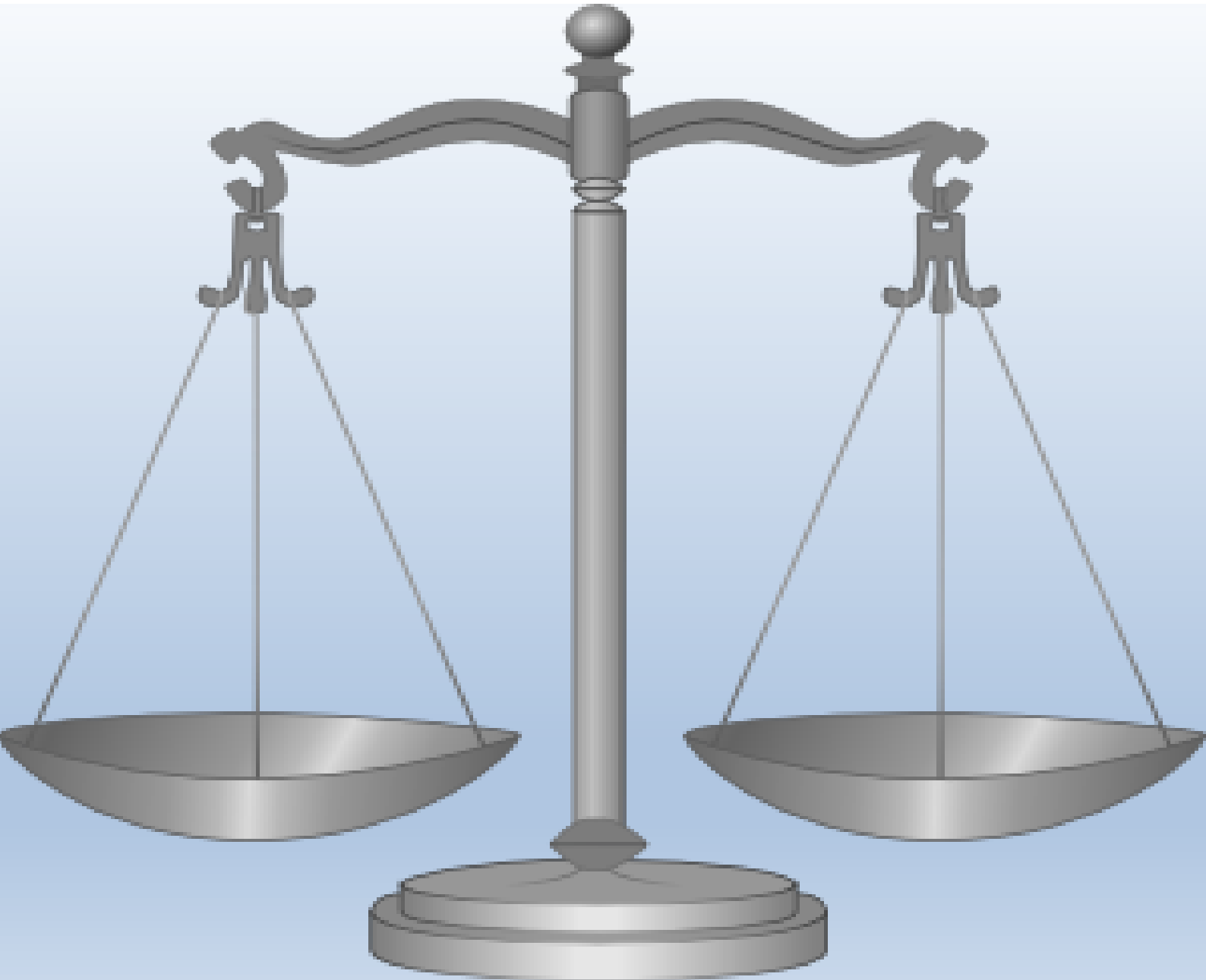




ESSEX



Annual Report 2016-2017

Introduction

The Essex MAPPA Strategic Management Board is pleased to present this Annual Report to the residents of Essex.

This Annual Report offers an opportunity for MAPPA to demonstrate it is accountable to the community in Essex for the management of violent and sexual offenders. It sets out statistics showing the number of offenders managed under MAPPA by category and level. It describes the work that is undertaken by the agencies involved in the Multi-Agency Public Protection Arrangements. This is evidence of the commitment we have to making Essex a safe place to live and work

The number of sexual and violent crimes committed represents a small proportion of the total recorded crime in Essex, but for the victims and their families they inevitably cause a great deal of fear, distress and harm. It is for this reason that protecting the public from offenders that commit these crimes and meeting the needs of victims remains a high priority for Her Majesty's Prison and Probation Service and Essex Police.

They work alongside other agencies including those who are responsible for Safeguarding arrangements for children and adults and those who may pose a risk from Extremism activities. Together they identify, assess and manage violent and sexual offenders.

The number of registered sex offenders continues to rise year on year due to the fact that many sex offenders are required to register for the rest of their lives. This does not mean that there are many more sex offenders in the community, but that some of those forming part of that number will be counted for the remainder of their lifetime.

Sexual offenders cause a great deal of anxiety and the public are understandably concerned about the risk that sex offenders pose in the community. Not all sex offenders pose a risk to the general public and the majority of sexual offences are committed by offenders who are known to their victim either a family member, a friend or acquaintance.

Managing the risk posed by sex offenders is complex and cuts across organisational boundaries of all the authorities concerned. Research suggests that when

offenders have stability in their lives and are well integrated into their community, they are less likely to offend. It is therefore important that all agencies work together to achieve this.

One of the most important partners in public protection are members of the public and it is vital that they are aware of their responsibility to protect vulnerable members in our community by having the confidence to report any concerns. Local services will act promptly and appropriately to ensure that the most vulnerable are protected.

If you have a concern about a child or adult that may be at risk of harm from a specific person, you have the right to ask police if they pose a risk. This is under Clare's Law (domestic abuse) and Sarah's Law also known as CSODS (Child Sex Offender Disclosure Scheme). Don't hesitate to ring 101 if you have any concerns.

It is never possible to eliminate risk entirely; however what can be expected is that all reasonable steps have been taken to reduce the risk of serious harm to the public from known offenders.

This year, there have been no Serious Case Reviews in Essex for MAPPA eligible offenders, and Essex continues to learn lessons and review processes to ensure that public protection is at the heart of what they do.

Tracey Harman
Detective Superintendent
Crime and Public Protection Command
Essex Police

Shirley Kennerson OBE
Head of Probation South Essex
Her Majesty's Prison and Probation Service

Steve Rodford OBE
Governor
HMP Chelmsford
Her Majesty's Prison and Probation Service



What is MAPPA?

MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders (MAPPA-eligible offenders) under the provisions of sections 325 to 327B of the Criminal Justice Act 2003.

They bring together the Police, Probation and Prison Services in each of the 42 Areas in England and Wales into what is known as the MAPPA Responsible Authority.

A number of other agencies are under a Duty to Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Services, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.

The Responsible Authority is required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from each of the Responsible Authority and DTC agencies.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA offenders who act as independent, yet informed, observers; able to pose questions which the professionals closely involved in the work might not think of asking. They also bring to the SMB their understanding and perspective of the local community (where they must reside and have strong links).

How MAPPA works

MAPPA-eligible offenders are identified and information about them is shared between agencies to inform the risk assessments and risk management plans of those managing or supervising them.

That is as far as MAPPA extend in the majority of cases, but some cases require structured multi-agency management. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.

There are 3 categories of MAPPA-eligible offender:

- **Category 1** - registered sexual offenders;
- **Category 2** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; and
- **Category 3** – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm.

There are three levels of management to ensure that resources are focused where they are most needed; generally those involving the higher risks of serious harm.

- **Level 1** involves ordinary agency management (i.e. managed by the lead agency with no MAPPA formal meetings);
- **Level 2** is where the active involvement of more than one agency is required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level.

MAPPA are supported by ViSOR. This is a national IT system to assist in the management of offenders who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when high risk offenders move, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system for the first time, improving the quality and timeliness of risk assessments and interventions to prevent offending.

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

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2017				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1315	332	-	1647
Level 2	38	11	8	57
Level 3	2	1	30	33
Total	1355	344	38	1737

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	143	91	51	285
Level 3	7	7	0	14
Total	150	98	51	299

RSOs cautioned or convicted for breach of notification requirements	12
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RSOs who have had their life time notification revoked on application	4
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	199
SHPO with foreign travel restriction	0
NOs	2

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	2
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Level 2 and 3 offenders returned to custody				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	6	12	12	30
Level 3	1	2	0	3
Total	7	14	12	33
Breach of SOPO				
Level 2	0	-	-	0
Level 3	1	-	-	1
Total	1	-	-	1

Total number of Registered Sexual Offenders per 100,000 population	86
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This figure has been calculated using the Mid-2016 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics, excluding those aged less than ten years of age.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2017 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2016 to 31 March 2017.

(a) MAPPA-eligible offenders – there are a number of offenders defined in law as eligible for MAPPA management, because they have committed specified sexual and violent offences or they currently pose a risk of serious harm, although the majority are actually managed under ordinary agency (Level 1) arrangements rather than via MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

(b) Registered Sexual Offenders (RSOs) – those who are required to notify the police of their name, address and other personal details and to notify of any subsequent changes (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence that carries a maximum penalty of 5 years imprisonment.

(c) Violent Offenders – this category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for registration.

(d) Other Dangerous Offenders – offenders who do not qualify under the other two MAPPA-eligible categories, but who currently pose a risk of serious harm which requires management via MAPPA meetings.

(e) Breach of licence – offenders released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If these conditions are not complied with, breach action will be taken and the offender may be recalled to prison.

(f) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction). Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders. They are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. It requires the offender to notify their details to the police (as set out in Part 2 of the 2003 Act) for the duration of the order.

The court must be satisfied that an order is necessary to protect the public (or any particular members of the public) in the UK, or children or vulnerable adults (or any particular children or vulnerable adults) abroad, from sexual harm from the offender. In the case of an order made on a free standing application by a chief officer or the National Crime Agency (NCA), the chief officer/NCA must be able to show that the offender has acted in such a way since their conviction as to make the order necessary.

The minimum duration for a full order is five years. The lower age limit is 10, which is the age of criminal responsibility, but where the defendant is under the age of 18 an application for an order should only be considered exceptionally.

(g) Notification Order – this requires sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.

(h) Sexual Risk Order (including any additional foreign travel restriction)

The Sexual Risk Order (SRO) replaced the Risk of Sexual Harm Order (RoSHO) and may be made in relation to a person without a conviction for a sexual or violent offence (or any other offence), but who poses a risk of sexual harm.

The SRO may be made at the magistrates' court on application by the police or NCA where an individual has done an act of a sexual nature and the court is satisfied that the person poses a risk of harm to the public in the UK or children or vulnerable adults overseas.

A SRO may prohibit the person from doing anything described in it, including travel overseas. Any prohibition must be necessary to protect the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

An individual subject to an SRO is required to notify the police of their name and home address within three days of the order being made and also to notify any changes to this information within three days.

A SRO can last for a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed).

The criminal standard of proof continues to apply. The person concerned is able to appeal against the making of the order and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

A breach of a SRO is a criminal offence punishable by a maximum of five years' imprisonment. Where an individual breaches their SRO, they will become subject to full notification requirements.

Individuals made subject of a SRO are now recorded on VISOR as a Potentially Dangerous Person (PDP).

(i) Lifetime notification requirements revoked on application

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place that allows qualifying sex offenders to apply for a review of their notification requirements.

Individuals subject to indefinite notification will only become eligible to seek a review once they have been subject to indefinite notification requirements for a period of at least 15 years for adults and 8 years for juveniles. This applies from 1 September 2012 for adult offenders.

On 21 April 2010, in the case of *R (on the application of F and Angus Aubrey Thompson) v Secretary of State for the Home Department [2010] UKSC 17*, the Supreme Court upheld an earlier decision of the Court of Appeal and made a declaration of incompatibility under s. 4 of the Human Rights Act 1998 in respect of notification requirements for an indefinite period under section 82 of the Sexual Offences Act 2003.

This has been remedied by virtue of the Sexual Offences Act 2003 (Remedial) Order 2012 which has introduced the opportunity for offenders subject to indefinite notification to seek a review; this was enacted on 30th July 2012.

Persons will not come off the register automatically. Qualifying offenders will be required to submit an application to the police seeking a review of their indefinite notification requirements. This will only be once they have completed a minimum period of time subject to the notification requirements (15 years from the point of first notification following release from custody for the index offence for adults and 8 years for juveniles).

Those who continue to pose a significant risk will remain on the register for life, if necessary. In the event that an offender is subject to a Sexual Offences Prevention Order (SOPO)/Sexual Harm Prevention Order (SHPO) the order must be discharged under section 108 of the Sexual Offences Act 2003 prior to an application for a review of their indefinite notification requirements.

For more information, see the Home Office section of the gov.uk website:

<https://www.gov.uk/government/publications/sexual-offences-act-2003-remedial-order-2012>

Essex Local page

This year has seen MAPPA in Essex developing a new screening approach to MAPPA eligible offenders. It is our intention that this approach focusses MAPPA resource on those who pose the highest risks to the community.

The National Probation Service (NPS) is now Her Majesty's Prison and Probation Service (HMPPS). Their ways of working both within prisons and the community continue to be reviewed to provide the best outcomes for victims, offenders and the public. By managing the offenders, it reduces the risk of harm that they pose when in the community.

Essex now has one Mental Health service across the County. MAPPA works closely with EPUT (Essex Partnership University NHS Foundation Trust) because many offenders have complex Mental Health needs. Our colleagues help us identify appropriate pathways for offenders to access services, and give insight into managing difficult behaviours.

Essex was successful in bidding for Government funding to create the Trailblazer scheme. Ten Trailblazers across Essex work with local authorities and housing providers to assist those who are homeless or may become homeless. MAPPA has the support of Trailblazers who attend MAPPA meetings and assist with advice and signposting to services. This support, along with the support of local housing authorities, helps MAPPA eligible offenders find accommodation. Accommodation is seen as a stabilizing factor for offenders, and may help to reduce their risk of reoffending. The housing situation in Essex is challenging and continues to be a priority issue.

MAPPA continues to strengthen its relationship with Children and Adult Social Services across Essex and works closely with them to ensure safeguarding of children and adults at risk of harm.

Essex Police have bedded in the new way of managing violent and sexual offenders using MOSOVO (Management of Violent and Sexual Offenders) teams in five hubs across Essex. By introducing Reactive Management they are able to focus their resources on higher risk offenders and identify and react quickly to high risk behaviours by offenders.

MAPPA participates in the Domestic Abuse Southend, Essex and Thurrock Reference Group and the Reducing Reoffending Executive Group. This enables us to understand what initiatives are available locally to assist victims and offenders, and along with our partners, lend experience to help shape the commissioning of services in Essex. It enables MAPPA to keep in touch with the reality of the impact of crime for victims and makes prevention of crime a priority.

Professionals across Essex are participating in the J9 scheme. J9 is an initiative to raise awareness and to help victims of domestic abuse. It is named in memory of Janine Mundy who was killed by her estranged husband. Where the J9 logo is displayed in premises it alerts victims that they can obtain information which will help them to access a safe place where they can seek information and the use of a telephone.



This year MAPPA have given presentations to Adult and Children's Safeguarding Boards in Thurrock and Southend. We participated in the Youth Offending Whole Service training day. We work with partners from the Department of Work and Pensions, the Immigration Service, the Armed Forces and many charities who provide services for victims and offenders and form part of the offenders Risk Management Plan.

By raising awareness of MAPPA and working with our partners, agencies in Essex work hard to manage the higher risk sexual and violent offenders and prevent serious further offences within the community of Essex.

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