



Gloucestershire

Annual Report 2013 - 14



Gloucestershire
Probation Trust



Introduction

Welcome

I am pleased to present the 2013 - 14 Annual Report for the Multi Agency Public Protection Arrangements (MAPPA) Gloucestershire.

The criminal justice system in the county saw the progression of a number of changes this year including the closure of Crown Prosecution Service (CPS) office in Gloucestershire and the end of Gloucestershire Probation Trust.

Change within criminal justice continues at pace. The Government plan to transform rehabilitation services is well underway and new structures to deliver probation services were formed in June 2014.

Protecting the public from serious harm remains a key priority for all the three MAPPA responsible authorities: Police, Prison and Probation and each of the duty to co-operate agencies: Youth Offending Team, Jobcentre Plus, Education, Housing, Social Care, Health, Electronic Monitoring Providers and the Home Office Immigration Enforcement.

From June 2014 the National Probation Service (NPS) was formed and has responsibility for the management of MAPPA and high risk offenders. Gloucestershire became part of the South West & South Central division of the NPS along with six other former Probation Trusts - Thames Valley, Hampshire, Avon & Somerset, Dorset, Devon & Cornwall and Wiltshire.

Competitive tendering is underway for the delivery of rehabilitation services for low and medium risk offenders and will be delivered by new organisations known as Community Rehabilitation Companies (CRCs).

Although leadership and management within the new probation structures will be different, the purpose and approach is still the same. Local agencies working effectively and efficiently together to manage offenders living in the county to protect the people of Gloucestershire.

Also staying the same is the structure of MAPPA. It will continue to be delivered locally aligned to police constabulary areas.

I am personally very pleased to have taken on the responsibility for chairing the MAPPA Strategic Management Board. As an experienced police officer I understand the added value of active partnerships. I also am aware of the need for effective leadership, accountability and sustained high level performance – and especially so at times of major change. I have therefore committed to chairing the MAPPA SMB for a two year period to provide the necessary stability to the governance of this vital aspect of multi agency public protection work.

The legacy of agencies working together in Gloucestershire is a rich one and includes good communication networks; cultures that include a willingness to learn, approachability and the capacity for robust discussion and constructive challenge as we formulate risk assessments and risk management plans and evaluate the impact of what we do.

We also understand the need for continuous improvement, listening to and learning from victims.

The Gloucestershire MAPPA Strategic Management Board

- will continue to build on the skills and commitment already in place
- will scrutinise quality assurance findings
- welcomes the new assessment frameworks being developed nationally
- will ensure that people across Gloucestershire organisations are clear about eligible cases and what MAPPA management could add

Bernie Kinsella

Detective Chief Superintendent

Gloucestershire Constabulary

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 Trusts, 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 duty to co-operate agencies.

Lay Advisers are members of the public with no links to the business of managing MAPPA offenders and act as independent, yet informed, observers; able to pose questions which the professionals closely involved in the work may 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 by the agencies in order to inform the risk assessments and risk management plans of those managing or supervising them.

In the majority of cases that is as far as MAPPA extends but in some cases, it is determined that active multi-agency management is required. 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** (in the main) violent offenders sentenced to imprisonment for 12 months or more
- **Category 3** offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm.

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

- **Level 1** involves ordinary agency management (i.e. no MAPPA meetings or resources);
- **Level 2** is where the active involvement of more than one agency is required to manage the offender but the risk management plans do not require the attendance and commitment of resources at a senior level.
- **Level 3** where senior oversight is required

MAPPA is supported by ViSOR (Violent and Sexual Offender Register). This is a national IT system for the management of people who pose a serious risk of harm to the public. The police have been using ViSOR since 2005 but, since June 2008, ViSOR has been fully operational allowing, for the first time, key staff from the Police, Probation and Prison Services to work on the same IT system, thus improving the quality and timeliness of risk assessments and of interventions to prevent offending.

The combined use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when these high risk offenders move, enhancing public protection measures and confidence.

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2014				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	443	166	-	609
Level 2	6	2	2	10
Level 3	0	0	0	0
Total	449	168	2	619

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	12	13	11	36
Level 3	0	0	0	0
Total	12	13	11	36

RSOs cautioned or convicted for breach of notification requirements	8
--	---

Restrictive orders for Category 1 offenders	
SOPOs, NOs & FTOs imposed by the courts	
SOPOs	29
NOs	0
FTOs	0

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	2	2	1	5
Level 3	0	0	0	0
Total	2	2	1	5
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	83
---	-----------

This figure has been calculated using the Mid-2013 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 on 26 June 2014, 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 2013 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2012 to 31 March 2013.

(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 (99% this year) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

(b) Registered Sexual Offenders (RSOs) – those who are required to notify the police of their name, address and other personal details and to notify any changes subsequently (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence which 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 and offenders disqualified from working with children.

(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 MAPP meetings.

(e) Breach of licence – offenders released into the community following a period of imprisonment of 12 months or more 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 Offences Prevention Order (SOPO) – a court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender’s behaviour in the community. The full order lasts for a minimum of five years, and can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender loitering near schools or playgrounds. If the offender fails to comply with (i.e. breaches) the requirements of the order, he can be taken back to court and may be liable to up to five years’ imprisonment.

(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) Foreign Travel Orders – these prevent offenders with convictions for sexual offences against children from travelling abroad where this is necessary to protect children from the risk of sexual harm.

Local page

Thank you

Mark Scully who had been employed as MAPPA Coordinator since 2011 has now moved on to become Head of National Probation Service Gloucestershire and Wiltshire. Mark's hard work and attention to detail during his years of service with Gloucestershire MAPPA team has contributed greatly to its success and effective administration.

Mark Scully remains involved in the Leadership of Gloucestershire MAPPA through his place on the Strategic Management Board. Therefore we have not lost all that knowledge and experience. Kirsty Ridge remains in the team providing another point of consistency and proven excellence.

Challenges

Transforming Rehabilitation has been a significant change for the Probation Service. Gloucestershire Probation Trust ceased to operate on the 1st of June 2014. It has now been divided into two distinct services, a Community Rehabilitation Company (CRC) that manages low and medium risk offenders and the National Probation Service (NPS) that manages the higher risk offenders including all sex offenders and serious violent offenders. Along side this we have seen changes in local Social Service provision in terms of the establishment of the Multi Agency Safeguarding Hub (MASH). All the changes are being introduced in a climate of reducing resources for public sector services. Therefore, although MAPPA processes and procedures have not changed significantly over this period we have been delivering our services in an environment of constant change in the organisations who routinely work closely with MAPPA.

Working along side the Police Public Protection Bureau the MAPPA Team has sought to maintain a high profile with all public agencies particularly the new National Probation Service locally. We have done this by providing appropriate and timely information and support which can assist these agencies to ensure that they maintain high standards of risk management and engagement

in the MAPPA process during this period of profound change.

The availability of satisfactory accommodation resources for high risk offenders leaving prison remains a significant challenge to all agencies. The identification and provision of housing as part of a comprehensive risk management plan does help to manage and reduce risk to the public. Staff across all agencies continue to work well beyond expectation to ensure that the best possible outcomes are achieved. The MAPPA Team is in dialogue with a range of local housing providers in an effort to develop more effective pathways into appropriate accommodation.

Developments

Personality Disordered Offenders always present challenges in management of risk. The National Probation Service and NHS England regionally has invested in specially trained staff who can assist in the assessment and management of such cases. We can also access specialist treatment for those diagnosed with Anti Social Personality Disorder. The regional Approved Premises also has a specialist worker specifically trained to manage those with Personality Disorder. These developments represent a significant increase of resources for many offenders managed under MAPP Arrangements.

Plans

As part of our continuous professional improvement in practice, MAPPA and the Police Public Protection Bureau will be working with housing services to identify clear pathways to appropriate accommodation for high risk offenders. We will continue to audit our services to demonstrate good governance and identify areas for improvement, and raise awareness of MAPPA as a forum to assess, manage risk and formulate risk management plans to protect the public through visits to the Duty to Cooperate agencies such as; Probation, Police, Housing, Health and Youth Justice.

Mark Dennison, MAPPA Coordinator.

The England and Wales Annual Report is published online at:

<https://www.gov.uk/government/organisations/ministry-of-justice/series/multi-agency-public-protection-arrangements-mappa-annual-reports>