

# Avon and Somerset



## Annual Report 2013 - 2014





# Introduction

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## Working Together to Keep Our Communities Safer

We are pleased to introduce our Multi Agency Public Protection Arrangements Annual Report for 2013 – 2014. We hope that it provides an informative and reassuring record of our achievements and hard work to protect the public over the last business year. In Avon and Somerset the key agencies and organisations have been working hard together to put in place plans to manage offenders in the community and safeguard victims.

## Our Key Priorities

The Responsible Authorities in MAPP, Police, Probation and Prisons, continue to focus on the key priority of protecting the public from harm. These authorities are assisted by those organisations which have a 'duty to cooperate' with MAPP. Safeguarding vulnerable people and victims of crime, as well as those at risk of harm are the most important functions of the multi agency approach to management of risk of harm. In addition we put in place comprehensive risk management plans for MAPP eligible offenders who are coming out of prison or who are being supervised in the community to ensure the correct approach is taken in their management and rehabilitation.

Good communication is critical, as well as learning from each other and responding to feedback from the community and from partner agencies.

## Accountability

We continue to work with the health services, commissioning groups and department of work and pensions, as well as Local Authorities to achieve the joined up work required to manage people who present a risk to the public. This year we have also been working extensively with HMP Ashfield in relation to the management of sexual offenders.

We have a Lay Adviser, who is a volunteer and critical friend to the Management Board, who wants to ensure the public is aware of the complex nature of the risk management plans, and the considerable level of resources which are focused on protecting the public and safeguarding victims. Our Lay Adviser particularly mentions the levels of assessment, care, thought and teamwork which characterise this area of business.

On behalf of the Avon and Somerset Multi Agency Public Protection Arrangements.

### Responsible Authorities:



A handwritten signature in black ink, appearing to read 'Louisa Rolfe'.

**Louisa Rolfe**  
Assistant Chief Officer  
Avon and Somerset Constabulary



A handwritten signature in black ink, appearing to read 'Neil Tayles'.

**Neil Tayles**  
Prison Governor  
H M Prison Service



A handwritten signature in black ink, appearing to read 'Liz Spencer'.

**Liz Spencer**  
Assistant Chief Officer  
National Probation Service

# What is MAPPA?

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## MAPPA background

- (a) 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.
- (b) They bring together the Police, Probation and Prison Services in each of the 42 Force Areas in England and Wales into what is known as the MAPPA Responsible Authority.
- (c) A number of other agencies are under a Duty To Co-operate (DTC) with the Responsible Authorities. These include Child and Adult Services, Health Trusts, Youth Offending Teams, Department of Work and Pensions, Local Housing, Registered Social Landlords, Immigration Enforcement and Electronic Monitoring Providers.
- (d) 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.
- (e) 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 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 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 multi-agency management meetings are 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; 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 management levels intended to ensure that resources are focused upon the cases where they are most needed; generally those involving the higher risks of serious harm. **Level 1** involves ordinary agency management); **Level 2** is where the active multi agency involvement is required to manage the offender but the risk management plans do not require the attendance and commitment of resources at a senior level. Where senior oversight is required the case would be managed at **Level 3**.

MAPPA is supported by ViSOR. 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. All MAPPA reports from England and Wales are published online at: [www.justice.gov.uk](http://www.justice.gov.uk)

# MAPPA Statistics

## MAPPA-eligible offenders on 31 March 2011

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1229	450	-	1679
Level 2	11	8	7	26
Level 3	2	0	2	4
Total	1242	458	9	1709

## 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	74	97	78	249
Level 3	6	1	5	12
Total	80	98	83	261

## RSOs cautioned or convicted for breach of notification requirements

28

## Restrictive orders for Category 1 offenders

### SOPOs, NOs & FTOs imposed by the courts

SOPOs	96
NOs	4
FTOs	0

<b>Level 2 and 3 offenders returned to custody</b>				
	<b>Category 1: Registered sex offenders</b>	<b>Category 2: Violent offenders</b>	<b>Category 3: Other dangerous offenders</b>	<b>Total</b>
<b>Breach of licence</b>				
Level 2	35	10	1	46
Level 3	0	0	2	2
Total	35	10	3	48
<b>Breach of SOPO</b>				
Level 2	1	-	-	1
Level 3	0	-	-	0
Total	1	-	-	1

# Explanation commentary on statistical tables

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## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2014 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2013 to 31 March 2014.

**(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 (98% 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

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## **The Structure of MAPPA in Avon and Somerset.**

The Avon and Somerset MAPPA Unit is based within Avon and Somerset Constabulary Police Headquarters, but part paid for by both Police and Probation with a contribution from the National Offender Management Service (NOMS) to represent prison involvement.

The post of MAPPA Coordinator is based within this Unit. It is currently under recruitment following the promotion of the previous incumbent.

MAPPA Level 2 meetings are held within each Local Authority area, as there are five within this Police Force area. These serve local communities, attempting to balance local interests and resources in relation to the reintegration and rehabilitation of offenders.

MAPPA Level 3 meetings are held at Police Headquarters, at Portishead, and attended by Senior Managers from the three responsible authorities, Police, Probation and Prisons as well as frontline staff and their managers from all the relevant agencies.

## **The Approach of Avon and Somerset MAPPA**

We try to recognise at all times the unique responsibility we have to the public, in the complex and unique profile that is this MAPPA area. We have to work with five Local Authorities, two Mental Health Partnerships, as well as four prisons in the locality. In addition, there are a number of privately run mental health hospitals and the Regional Secure Unit at Fromside. There are four approved premises, and we also work closely with Langley House Trust, and other third sector and voluntary organisations as well as our statutory partners.

During this year, we have had the added challenges to face of the move to a new organisational structure for the Police to be responsive to the public and to local need, and of the Transforming Rehabilitation Agenda for the Probation Service with the split between the new National Probation Service and the Community Rehabilitation Companies.

From 2 June 2014, the new National Probation Service took on the supervision of the high risk of harm and MAPPA offenders, meaning that these cases were the focus of that new service. The National Probation Service takes on the role of Responsible Authority for MAPPA for Probation Providers.

## **Developments**

We are looking forward to the implementation of the new risk management approach following the Four Pillars advice, of Victim Safety Plan implementation, supervision, monitoring and control, interventions and treatment. The Four Pillars approach has been piloted in a number of areas around the country and found to be worthwhile. Its introduction in Avon and Somerset will involve training and an even more detailed multi agency approach to risk management.

The Polygraph testing legislation has been introduced with the availability of testers and a testing centre locally, to respond to licence conditions made for offenders coming out of prison.

We continue to implement learning from Serious Case Reviews and other advice to enhance continuous learning and professional development in this increasingly complex area of work. In this we are also able to work with other agencies to learn from their experience, and to put into practice shared learning.

Our MAPPA Strategic Management Board has continued to work with HMP Ashfield and NOMS in ongoing support and training for staff at that establishment in order to protect the public and prevent future victims.

We have attended the annual general meeting of Circles of Support, and members of staff have also responded to a Government Evaluation of Circles South West as part of a research project.

We have worked hard with the Department of Work and Pensions to implement and audit processes in relation to the employment of offenders on release from prison and who are supervised in the community, to ensure that communication about risk is at the heart of our approach.

Victim Services are now firmly embedded within the National Probation Service for victims of serious sexual and violent crime. A new integrated service, the Lighthouse Project, was launched this year to provide a joined-up service for victims of crime. We hope that using the MAPPA processes, we will continue to improve the protection of victims and prevent harm.



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National  
Probation  
Service

