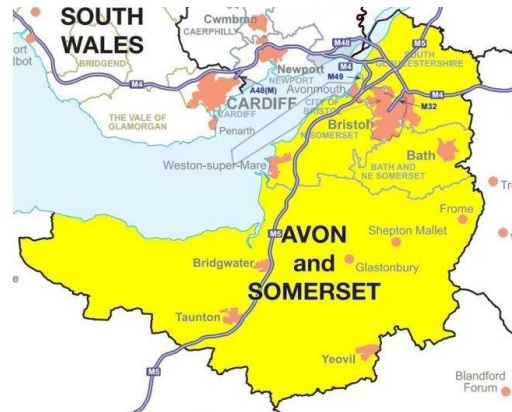


AVON & SOMERSET Annual Report 2019 - 2020.

Multi – Agency Public Protection Arrangements



MAPPA PROVIDES A FRAMEWORK FOR MANAGING THE RISKS TO THE PUBLIC PRESENTED BY SEXUAL AND VIOLENT OFFENDERS.

INTRODUCTION

In Avon and Somerset, the MAPPA Strategic Management Board is Co-Chaired by Avon and Somerset Constabulary and National Probation Service. Our Chairs are Steve Cullen, Assistant Chief Constable, and Liz Spencer, Head of the National Probation Service for Somerset, Bath and North East Somerset and North Somerset. James Lucas is the Governor of HMP Bristol and represents the Prison Service as the final responsible authority.

MAPPA can only work if the Responsible Authorities, Police, Probation and Prison Service and the Duty to Cooperate Agencies, all work together effectively and in a spirit of problem solving and continuous improvement. Despite the financial challenges facing all our organisations, and the increasing number of offenders who must be managed effectively and with great scrutiny under these arrangements, the dedication and commitment of our staff in delivering these services mean that the public can be reassured that all necessary measures are taken to reduce risk posed to our communities. We would like to thank our local authorities, Department of Work and Pensions, and our NHS partners, for the knowledge and experience they bring to assist us in the management of these cases.

During this year we have reviewed our Public Protection Accommodation Protocol, seeking opportunities to improve our work with Housing agencies to consider secure suitable accommodation for some offenders aimed at reducing the risks posed by them. We have also arranged a MAPPA training event held at Police Headquarters attended by over a hundred multi-agency partners.

We have two very committed Lay Advisers – or ‘Critical Friends’ who provide us with significant feedback and hold the MAPPA Board to account on behalf of the community. One of them has prepared an article within this report explaining their role. Our second Lay Advisor has written an article describing an “Offender’s Journey” of a MAPPA eligible violent offender from prison back into society. This fictional account describes much of the activity of professionals who manage and work with the offender to integrate him back into society and manage the risk of harm posed. We would like to thank them for their work with us.

During March 2020 we started to plan and prepare for managing and maintaining the highest standard of service delivery in relation to this most significant cohort of offenders during an unprecedented medical pandemic which has placed significant demands on every agency. The Covid pandemic also delayed the publication of the MAPPA Annual report for 2019-2020.

Steve Cullen & Liz Spencer

(Avon & Somerset MAPPA Strategic Management Board Co-chairs)



ACC Steve Cullen



ACO Liz Spencer



James Lucas
Governor HMP
Bristol

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, Job Centre 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 presenting the higher risks of serious harm.

- Level 1 is where the offender is managed by the lead agency with information exchange and multi-agency support as required but without formal MAPPA meetings;
- Level 2 is where formal MAPPA meetings are required to manage the offender.
- Level 3 is where risk management plans require the attendance and commitment of resources at a senior level at MAPPA meetings.

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

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 2020				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1711	436	-	2147
Level 2	6	12	9	27
Level 3	0	0	0	0
Total	1717	448	9	2174

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	25	40	31	96
Level 3	0	4	0	4
Total	25	44	31	100

RSOs cautioned or convicted for breach of notification requirements	21
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RSOs who have had their life time notification revoked on application	6
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	126
SHPO with foreign travel restriction	0
NOs	1

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	0	6	6	12
Level 3	1	1	0	2
Total	1	7	6	14
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	113
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This figure has been calculated using the Mid-2018 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 2019 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2018 to 31 March 2019

(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 at Level 1 without formal 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.”) These offenders are assessed and managed by the police. They may also be managed by probation or health services if they are subject to licence or a hospital order. 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. These offenders are assessed and managed by the National Probation Service, Youth Offending Team or Mental Health Services.

(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. These offenders are assessed and managed by whichever agency has the primary responsibility for them.

(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. They 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 committed 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. Persons do not come off the register automatically. Qualifying offenders may submit an application to the police to review their indefinite notification requirements. The police review the application and decide whether to revoke the notification requirements. This decision is made at the rank of Superintendent. Those who continue to pose a significant risk will remain on the register for life, if necessary.

Individuals 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 applied from 1 September 2012 for adult offenders.



Local page- MAPPA in Avon and Somerset

What We Do

Multi-Agency Public Protection Arrangements (MAPPA) exist to ensure the effective management of violent and/or sex offenders in the community. Other dangerous offenders who may pose a risk of significant harm may also be managed by MAPPA. This is by bringing relevant agencies together to share information and communicate effectively with each other. The objective is for effective risk management plans to be in place to manage the risk of serious harm. MAPPA is not responsible for the operational management of offenders.

Most offenders are eligible to be considered for release on licence half-way through their sentence. Some MAPPA eligible offenders may still pose a risk to the public and in particular to children, vulnerable adults, and victims of the original crime. Offenders, who may themselves be vulnerable, may also be at risk on release. If an offender is released at the end of his sentence then, in most cases, no conditions can be imposed.

Release on licence means that over the period of the licence MAPPA-eligible offenders can be managed in the community, supervised and have conditions imposed on them. The agencies primarily involved in this will be the Police, the National Probation Service (NPS) and the Prison Service but other agencies also involved with the individual, for example the health/mental health services, the Department of Work and Pensions, Victim Support, and local authorities may also be directly involved. The relevant agencies meet to share information, assess the risk posed by the offender, and help the lead agency to develop a bespoke risk-management plan. This will include licence conditions for the offender. MAPPA may be involved in sharing information with relevant agencies to develop appropriate move-on plans, for example future housing arrangements or potential for employment with a view to integrating the offender back into society.

Risk-management plan considerations include the location of former and potential victims and the circumstances that might trigger further offending. Other issues, for example, alcohol and drug use, health and mental health issues and an offender's housing needs may also be relevant.

Bespoke licence conditions might include a phased introduction into normal public life by requiring an offender to live in a particular area, perhaps in Approved Premises managed by the NPS - and/or to comply with specified travel conditions. Licence conditions might also require the individual to submit to drug or alcohol testing, report to their offender manager at fixed intervals, keep their offender manager informed about new relationships, availability of vehicles, computers or mobile phones, and a range of other matters.

If an offender complies with his licence conditions, conditions can be relaxed or removed. But if there is a serious breach of licence conditions, an individual can be recalled to prison.

How we do it

Each MAPPA-eligible offender is initially allocated to one of three levels of management. Where feasible this classification takes place six months before an individual's due date for release on licence or immediately on the imposition of a Community Order. Broadly, Level 1 indicates that the risk of serious harm is being appropriately managed by a single agency. Levels 2 and 3 generally carry a greater risk of serious harm and/or are more complex cases needing the involvement of more than one agency. Individuals may be moved to a higher or lower Level over the course of MAPPA involvement, depending on the circumstances and the offender's pre-release behaviour in prison and, post release, compliance with licence conditions.

Avon and Somerset MAPPA has an average of 10 new level 2 case referrals every month. A weekly multi-agency screening panel, attended by the police, mental health services, NPS and the MAPPA Co-coordinator decide whether MAPPA 2 Level management is required for each case. The panel considers the level of risk posed by an offender and whether a multi-agency approach is necessary and appropriate.

In addition to the weekly screening panels, there are 9 Level 2 meetings every month, each considering an average of 4 cases. There are also six weekly Level 3 meetings held considering on average 3 cases.

Each Level 2 meeting is chaired by a Detective Inspector and a Senior Probation Officer. Representatives from Children's Social Care, Adult Social Care and Mental Health Services and, if an offender is still in custody, a prison officer will attend in person or on the telephone or via a written report. Representatives of other agencies relevant to a particular offender may also be asked to attend.

Each Level 3 meeting is chaired by a Detective Chief Inspector and an Assistant Chief Officer from the NPS. Again there will typically be a wide range of other agencies represented at the meeting.

Level 2 and 3 meetings follow an agenda, designed to ensure that the key issues are considered. These include information sharing, risk management, safeguarding, victim safety and who in the wider community needs to be informed about the offender and his whereabouts. This may include not only previous victims and partners, but also local schools, beat officers, and others who may find themselves dealing with or in contact with the offender. The length of time any individual spends within Level 2 or 3 depends on the circumstances. Level 2 and 3 cases continue to be discussed at MAPPA meetings until an effective risk-management plan has been put in place and is seen to be working. Once this has happened the case may be moved to MAPPA Level 1 where the case is managed by a single agency but the relevant agencies are still required to share information, and may, if they think an individual's risk profile has increased or is increasing, make a new Level 2 or 3 referral.

For a case to be moved to Level 1 (single agency management) the following criteria need to have been met:

- Engagement of all relevant agencies, a full risk management plan in place and agreement that a further meeting would not further enhance that risk management plan;
- Appropriate safeguarding plans are in place for victims and potential victims;
- Clear information sharing in place and confirmation that the MAPPA Chairs consider that information sharing will continue without the need for formal meetings;
- If Professional meetings have been or can be convened to ensure that necessary information sharing and planning takes place on an ongoing basis;
- If a meeting has not resulted in further development of the risk management plan and the Chairs consider that the meeting has not identified new or different risks or enhancement of the risk management plan;

- If, following release from prison of a recalled Level 2 case, a comprehensive risk management plan is already in place.

MAPPA processes are complex and demand significant time and resources from the many agencies typically involved. However, the effective sharing of information and the production of detailed risk management plans make a significant contribution to the management of the offender, the protection of the public and the reintegration of the offender into public life.

In Avon and Somerset a number of MAPPA Sub-Groups exist to enhance the effectiveness of MAPPA practices and oversight. The current Sub-Groups cover: Health & Social Care; Learning & Development; Accommodation; and Performance Monitoring and Improvement. These Sub-Groups have particular remits and objectives which develop and change over time to reflect the issues and emerging issues particularly relevant to their own area or agency. The over-arching objective of all the Sub-Groups is however to optimize within the MAPPA arrangements the performance and input of relevant agencies and responsible authorities into the management of violent and/or sex offenders in the community.

Lay Advisors

Lay advisors are local people who live in Avon and Somerset and who are completely independent of the responsible agencies who comprise the MAPPA panels. Avon and Somerset currently have two lay advisors who are appointed for up to five years and who typically give 8-10 hours a month to attend various meetings such as Serious Case Reviews and Senior Management Boards – this is where all the agencies are represented. The lay advisors also attend at least one MAPPA Level 2 or 3 meetings each quarter.

Lay Advisors can take part in the monitoring and evaluation of the operation of MAPPA in their area and attend audits or reviewing Business Plans as well as bringing best practice and learning gained from contact with other lay advisors in other Criminal justice areas.

The role of the lay advisor is to simply satisfy themselves – on behalf of the community that the panel has done all it can to protect the public in Avon and Somerset; that the agencies are acting responsibly and proportionally to contribute to managing the risks and the victim and offenders rights are not compromised. The lay advisors do not make decisions or carry a case load, they add value by being informed, questioning and interested in the safety of the communities of Avon and Somerset.

An example “Offender’s Journey” of a MAPPA eligible violent offender from prison back into society.

Each release, whether on licence or at sentence expiry date, is bespoke and particular to the individual offender. Consistent processes, risk assessments and risk-management plans however apply to all offenders who fall within MAPPA, although the extent and detail of the work involved will depend on the individual being considered. The necessarily abbreviated fictional example of a relatively straightforward case below shows the extensive considerations, work, agencies and personnel involved when a relevant offender is due for release on licence.

Background to this fictional example

An offender “Josh” received a six-year sentence for a serious assault during an inter-gang fight. He is now aged 30. From the age of 17 Josh had been imprisoned several times for assaults committed in gang-related and other fights, particularly when drunk or on drugs. He has poor impulse control and is easily influenced by others, particularly his father and older brothers, all of whom have also had periods in prison for similar offences. He has had a diagnosis of ADHD but is not on any medication. His behaviour during the first couple of years of his current sentence had been poor with several instances of loss of privileges. More recently his behaviour has improved slightly. Josh would normally be released on a three-year licence once he had served three years of his sentence.

So what happens?

The Prison Offender Supervisor meets with Josh to discuss what his plans are in relation to release on licence. Josh says that he is looking forward to getting back to his family and seeing his mates. Josh said that he was not concerned about revenge attacks on him; he knew that some of the rival gang were in prison and although he might keep a low profile for a while, he was able to look after himself and his brothers would back him up if there was any trouble. Josh said that he had received treatment for drugs and alcohol abuse whilst in prison and was currently clean, although he admitted he still smoked cannabis. He said he had started the Self Change Program but had dropped out because he couldn’t see the point of it. Josh wanted to work as a fitness trainer, but, when asked by the offender supervisor, did not seem to have much of an idea of what he would need to do to become one. The Prison Offender Supervisor explained that while Josh was on licence there would be licence conditions imposed, including possibly restrictions on where he could live with a likely requirement to live in Probation-

managed Approved Premises (AP) for a few months on release. Josh was angry about the possibility of not being able to go home on release and said that if so then he might want to stay in prison until the end of his sentence as he did not want to go to an AP as he believed they were full of sex offenders. The offender supervisor also told Josh that because he had committed a violent crime and had a sentence of over 12 months, he fell within MAPPA Category 2, and explained that as well as probation, other agencies might be involved in supervising Josh over the licence period. The offender supervisor said that he would be talking to the National Probation Service about Josh’s release and the NPS Community Offender Manager would be in touch with Josh to discuss his release and to let him have more detail about what being on licence was likely to entail.

Following the meeting the offender supervisor updates Josh’s Offender Assessment system (OASyS) which, among other matters, includes a risk assessment plan in relation to the likelihood of re-conviction and risk of serious harm both within prison and on release. The offender supervisor also completes a MAPPA F form – the initial provision of information to the Community Offender Manager. The MAPPA F sets out Josh’s: personal details and related information; details of his conviction; his behaviour in prison; offending behaviour work in prison; any vulnerabilities and details of external contacts, such as visitors, telephone calls etc.

On receipt of the paperwork from the prison, the community offender manager contacts the prison offender supervisor with any questions and to flesh out the written reports, and then makes a visit to Josh in prison to discuss his position, his long-term plans and some of the likely initial licence conditions including drug and alcohol testing, curfews and being released to an AP. Josh said that the conditions weren’t fair, he might want to go to the pub to celebrate his release and he wanted to be with his family. He indicated that he might make trips home – whether allowed by his licence conditions or not. Although mostly calm through the discussion, when the prison offender supervisor explained that breach of licence conditions might result in him being recalled to prison, Josh lost his temper and head butted the table shouting that he would have punched her if she had been a man. The prison offender manager has a number of other conversations with Josh over the following few weeks and relations between them improve, although Josh seems increasingly anxious about his release and shows signs of drug use, although Josh denies this.

The community offender manager has to consider whether Josh is suitable for single agency management at MAPPA level 1 or should instead be subject to multi-agency discussions and supervision

under Level 2 or 3 in order to better manage the risks Josh presents. To assist with this decision the offender manager prepares a risk assessment, an initial risk-management plan and a MAPPA referral form. To complete a MAPPA referral form the offender manager has to address some key issues. These include: whether Josh would pose an active risk of serious harm to others; whether Josh is at risk of serious harm; whether there needs to be a more coordinated approach to ensure all agencies are clear about their own roles and responsibilities in relation to Josh; whether an active multi-agency approach would assist in engaging all the relevant agencies relevant in the development of a robust risk-management plan and/or whether, and if so what, third party disclosures might be needed.

In Josh's case there are a number of potential risks of serious harm to others, and indeed to Josh if he returns home. There is a potential risk of reprisals from the original victim and his family and gang. This might escalate to wider gang violence in the town. The offender manager speaks to the local police who say that Josh's family are currently of interest to them as possible suspects in county lines drug gang exploitation. The police preliminary view is that Josh's return to the immediate area was likely to increase the already high tension between competing gangs and be a trigger for significant gang violence. There was also a risk of collateral harm to uninvolved members of the public. In addition the offender manager considers that Josh's father and brothers would not be a protective factor against Josh re-offending or reverting to alcohol and hard drug abuse, both of which have been trigger points for his violent behaviour. Where Josh should be released to and his medium/long term move on plan to more permanent accommodation need to be incorporated into the final risk-management plan. Bearing in mind Josh's reaction to the possibility that he might not be permitted to go home on release, an exclusion zone within his licence conditions also needs to be considered in conjunction with the police along with any contingency plans in the event of any breach of conditions.

Bearing all the relevant issues in mind the offender manager considers that overall the risk of serious harm and the numbers of agencies potentially involved – police and housing as well as probation and potentially others - means that it would be appropriate for Josh's situation to be considered at MAPPA Level 2. The offender manager therefore makes a referral to MAPPA Level 2 along with a draft risk assessment and management plan.

The risk assessment is detailed and would include such matter as:

- those who are likely to be at risk – for example in Josh's case, members of gangs, the public, particularly bearing in mind Josh's comments to the Prison Offender Supervisor and Community Offender Manager, members of the public who Josh thought were sex offenders, and Josh himself;
- the nature of the risk – potentially serious violence;
- when the risk is likely to be greatest – Josh using alcohol and drugs, and/or encountering his victim or rival gang members and/or becoming involved in fights with and violence against other men;
- the circumstances likely to increase risk: resuming contact with members of his former gang or rival gangs; socialising with former associates; encountering the victim of the assault or members of the victim's family; Josh being influenced by others, particularly his family; lack of structure in his life – training/employment etc.
- any protective factors, such as:
 - positive relationships with offender manager including visits by the offender manager and/or staff of the relevant AP to build relationships;
 - Residence at an AP for a few months following release and support in relation to move on accommodation;
 - Completion of offending behaviour programs to build motivation to have an offence-free life style
 - Attendance at Alcoholic Anonymous and relevant drug programs or support groups on release
 - Obtaining a job or entering into education or training

The draft risk-management plan will detail:

- the types of supervision and interventions likely to be appropriate for Josh and the various individuals responsible for each element of these;
- monitoring and control of Josh on release – such as licence conditions, residence at an AP, travel restrictions, prohibited associations, sign-ins and curfews, drug and alcohol testing, possibly electronic monitoring, possible disclosure to victim and referral to MAPPA Level 2 for active multi-agency management;
- any interventions and treatment such as referrals to substance misuse team and AA;
- referral and attendance at an education or training establishment with a view to gaining employment ultimately;
- victim safety and related matters;
- Contingency planning in the event of Josh's behaviour deteriorating, an increase in his risk related behaviour such as drinking and drug use, or Josh failing to meet a curfew or sign-in, or other breaches of relevant licence conditions – i.e. what is the change, who needs to know, how will it be communicated and what actions will be taken and by whom.

The referral would be considered by a panel made up of the MAPPA Coordinator for Avon and Somerset, the MAPPA representative from the police, a Senior Probation officer from the National Probation Service and a Mental Health professional. Their role is to consider whether the case is one which justifies a multi-agency approach. Relevant issues for the panel are whether the Offender Manager's risk-management plan is comprehensive and well thought through and shows that the additional resourcing required for cases dealt with under MAPPA Level 2 or 3 is justified, will materially add to the robustness of the risk-management plan and thereby reduce the risk of harm to the public.

Having reviewed the referral the panel decide that Josh's risk on release is appropriate for multi-agency management at MAPPA Level 2. All of Josh's relevant history, family circumstances, and offending history along with the risk assessment will be referred to the next Level 2 meeting in the area of Avon and Somerset where Josh resided prior to the relevant MAPPA category 2 offence.

Pending the meeting, the community offender manager will continue to be in contact with Josh and the prison offender supervisor and will progress relevant parts of the risk-management plan which can be dealt with in advance of the Level 2 meeting. This is likely to include discussions with the police and AP.

Level 2 meetings are jointly chaired by a Police Detective Inspector and a Senior Probation Officer. A number of agencies are required to attend all Level 2 meetings and others are invited on a case-by-case basis depending on the circumstances of the MAPPA offender being considered. In Josh's case the attendees in person or via telephone for Josh's MAPPA 2 referral meeting are likely to include; a local MAPPA administrator – to take the minutes and contribute to the discussion as appropriate - ; a representative from Adult Social Care (Somerset Partnership); Josh's prison offender supervisor to give an update of Josh's behaviour in prison; Josh's police offender manager who will possibly be from the IRiS (Integrated Response, integrated services) team; a representative of the police from Josh's home area to assist with, in particular, contingency planning ; a member of staff from one of the area's AP, the victim's Victim Liaison Officer (if the victim chose to take up the National Probation victim liaison service).

The Chairs will first ask all the attendees to state their roles and remind them of the strict confidentiality requirements at all MAPPA meetings and will then give a brief summary of the factual aspects of Josh's history. The community offender manager, prison offender supervisor and any of the other attendees

who have first-hand knowledge of Josh and his circumstances and history will run through the relevant background. The community offender manager will then talk through Josh's risk assessment and draft risk-management plan and any updates since the referral to MAPPA Level 2 was made. In Josh's case bearing the mind the risks potentially inherent in him returning to the family home, there will be a discussion of housing options and which of the AP within the area have space and which would be most appropriate bearing in mind location and the other likely inmates at the date of Josh's release. Other attendees who have relevant information which might affect the risk assessment or risk-management plan will contribute – for example police with knowledge of gang related activity and personnel in Josh's home area and close to any of the AP. The prison offender supervisor may well be asked by the police for details of Josh's visitors and other contacts whilst in prison, in case any of this information is indicative of increased risk of harm. There will also be discussion of logistics of Josh's travel from prison to the relevant AP and whether he should be accompanied or taken there by the police. There will be discussion and debate of the risk-management plan and draft licence conditions and any amendments or additions which may be made to both as a result of the information shared in the meeting. In Josh's case amendments to the licence conditions, contingency plan, exclusion zone considerations, electronic tagging and other changes and additions may well be appropriate.

At the end of the meeting there will be a discussion about whether it is appropriate for Josh to remain at level 2 or to go to Level 1 (single agency management) i.e. if the view of the meeting is that no further value will be added to the risk-management plan by Josh having further multi-agency management. In this case, bearing in mind the risk of Josh absconding from the AP, the location issues arising for his move on plan , it is likely that a decision would be made to keep Josh within Level 2 and have a Level 2 review meeting at around the time of his release date. All action points and responsibility for actions will be discussed and recorded, additional invitees (if any) to the next meeting – for example a representative from housing to discuss Josh's move on plan after a few months at the AP – will be identified.

In the period between meetings, the actions will be progressed and the offender manager will continue contact with Josh, and will update him on relevant issues from the Level 2 meeting, for example details of the AP he will be released to, the likely logistics and plans for him to get from prison to the AP, details of the proposed licence conditions and other issues relevant on release. There may also be professional meetings in this period for case-management

purposes. The prison offender supervisor is likely to help Josh get the information needed to submit a claim for universal credit on his release (it is not possible to make the claim until release).

The Level 2 review meeting will follow a broadly similar format to the referral meeting and with similar attendance, plus any further attendees identified at the referral meeting. There will be a review of all the actions identified at the former meeting to ensure that nothing has been missed and then there will be updates from the attendees of any developments/changes which have taken place between meetings. A decision will be taken at that meeting about whether the risk-management plan is now as comprehensive as possible such that Josh will become MAPPA Level 1 with single-agency management by Probation. If difficulties arise during the licence period – for example in respect of move on arrangements or if there is a significant increase in the risk of harm – Josh could be referred back to Level 2 (or 3).

In this case the risk-management plan ultimately provided that Josh would be collected from prison and

taken to the AP. His licence conditions included mandatory drug and alcohol testing, signing in to the AP at fixed times each day – those sign-ins being gradually relaxed by the probation staff at the AP if Josh is complying with the requirements and behaving well. One of the first actions on release will be the completion by the offender manager of a MAPPA J form which is sent to the Department of Work and Pensions so that they have details of any restrictions which will affect Josh’s employment or training along with contact details of the Offender Manager. The staff at the AP will assist Josh (as necessary) with his claim for universal credit.

The offender manager will continue to supervise and monitor Josh in the community until his sentence expiry date. Josh could also be recalled to prison if he did not comply with his licence conditions. It is hoped that he will successfully settle into the community, gain employment and reduce his risks of reoffending and of harm.





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