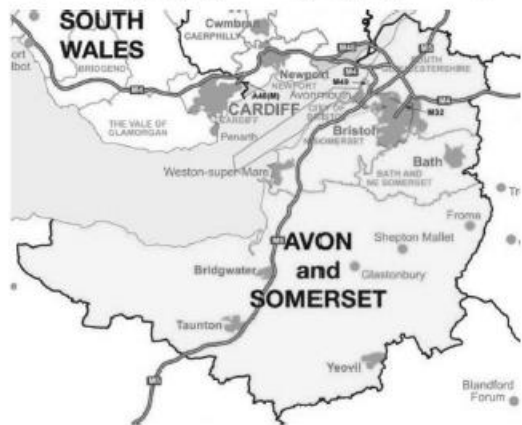




Multi Agency Public Protection Arrangements

# AVON AND SOMERSET



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

# Annual Report 2020-2021



## 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 Jon Reilly, Assistant Chief Constable, and Liz Spencer, Head of the Probation Service for 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 the 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 revised our ways of working due to COVID 19 Pandemic, in order to respond effectively and quickly to maintain public protection.

We have continued to hold MAPPA meetings virtually, and put risk management plans in place, taking account of these changed and challenging circumstances. Agencies have written summaries which we have included in our Annual Report, to demonstrate the continued commitment to joint management and working together to protect the public and victims of crime.

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 been appointed by the Secretary of State during this year. Our second Lay Adviser has agreed to continue in post to maintain our continuity for which we are very grateful. We would like to thank them for their work with us.

Jon Reilly & Liz Spencer (Avon & Somerset MAPPA Strategic Management Board Co-chairs)



Liz Spencer- ACO Probation Service



Jon Reilly – ACC Avon and Somerset Constabulary



James Lucas – Governor HMP Bristol

# 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, violent and terrorist 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.

Local Strategic Management Boards comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA with their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB).

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 more senior oversight and 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.

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 enables 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.

## MAPPA and Terrorism

In response to the terrorist attack committed by Usman Khan at Fishmongers' Hall on 29 November 2019, the

Home Secretary and the Lord Chancellor commissioned Jonathan Hall QC, who is the Independent Reviewer of Terrorism Legislation, to undertake a review of MAPPA and the management of known terrorists and other extremist offenders (TACT Offenders). The terrorist attack committed by Sudesh Amman in Streatham High Road on 2 February 2020 served to reinforce the need for the review, since both Khan and Amman had been managed under MAPPA. The government published the report on 2 September 2020 and published a response to it on 9 December. Both documents are available at <https://www.gov.uk/government/publications/multi-agency-public-protection-arrangements-review>. The report made a number of recommendations, several of which have been or are being implemented via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Bill. Others have already been introduced by the creation of the National Security Division (NSD) in the Probation Service to manage terrorist offenders. The Secretary of State has

also revised the statutory MAPPA Guidance on terrorist offenders.

The Probation Service, via the NSD, has created a specialist dedicated and highly skilled workforce, which provides an enhanced level of management and intervention for the most high-risk, complex and high-profile offenders in the community. This will include the management of terrorist connected and terrorist risk offenders. Five Probation Service national security units have been established across England & Wales during 2020/21. The NSD and Counter-Terrorism Policing will be working closely with local Strategic Management Boards to ensure the robust management of terrorism cases. The NSD also manages serious organised crime and the most high risk and high profile public protection cases.

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

# MAPPA Statistics

<b>MAPPA-eligible offenders on 31 March 2021</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1767	516	-	2283
Level 2	2	6	8	16
Level 3	0	0	0	0
Total	1769	522	8	2299

<b>MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	27	48	29	104
Level 3	1	0	1	2
Total	28	48	30	106

<b>RSOs cautioned or convicted for breach of notification requirements</b>	12
--	----

<b>RSOs who have had their life time notification revoked on application</b>	9
--	---

<b>Restrictive orders for Category 1 offenders</b>	
<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	96
SHPO with foreign travel restriction	1
NOs	0

<b>Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b>	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	4	6	0	10
Level 3	1	1	1	3
Total	5	7	1	13
<b>Breach of SOPO</b>				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	115
---	-----

This figure has been calculated using the Mid-2020 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 2021 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2020 to 31 March 2021.

**(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 and terrorist 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 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 require 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

## Public Protection Responses to COVID 19 by MAPPA Responsible Authorities and Duty to Cooperate agencies in Avon and Somerset

### Prison Service – HMP Bristol

HMPPS have managed to operate throughout the pandemic in very challenging circumstances. Our main aim was to minimise the threat of spreading Covid amongst prisoners, and to contain any outbreaks quickly and effectively. Whilst many prisons did this by curtailing their regime completely, and only letting prisoners out of their cells for essentials such as domestics, mealtimes and healthcare, HMP Bristol managed to maintain a regime which afforded significant time out of cell. We 'bubbled' residents by Wing, ensuring that residents could continue to work in workshops and in the grounds, or attend the gym (which was moved into an outdoor gym whilst gyms were closed in the community) and places of worship.

All new arrivals into HMP Bristol were isolated for an initial period of 10 days, with two tests completed at regular intervals before a clinical assessment could determine that they were fit to be relocated into general population wings.

A wing was dedicated to this process. A further spur was dedicated to isolating symptomatic or positive prisoners. When 2 or more residents were confirmed positive on a wing, the location was declared an outbreak wing and it was shut down i.e. residents were not able to leave the wing to work or exercise, but were able to move out of their cells to complete domestics during controlled unlock sessions. Prisoners on these outbreak wings were lateral flowed every day for a period of 10 days, before the wings could be declared safe again and enable prisoners on these wings to reintegrate.

### Private Sector Prison – SERCO - HMP Ashfield

During the COVID pandemic HMP Ashfield still continued to run with no significant issues arising.

Following HMPPS guidelines, all processes were reviewed regarding the custody of prisoners within the establishment.

#### Staff

- Issue/wearing of PPE (facemasks), Social distancing measures implemented, sanitisation of work stations.
- Temperature checks on entrance to the prison (Staff and Visitors).
- COVID testing implemented for all staff, including weekly PCLR test and lateral flow testing (upto twice a week). Lateral flow testing was originally carried out in the establishment but has since change to home testing.
- Change in reporting of absences to included COVID related absences.

#### Prisoners

- Wings/Houseblocks were not allowed to mix.
- Prisoners were placed on a restricted regime, only allowed out for set periods to carry out own administration (showers, meetings etc)
- Education/Programmes were stopped. However, in Oct 2020 this changed, and a very limited amount of delivery was approved with a review of delivery, formation of new risk assessments etc.
- Social visits were stopped. Introduction of "Purple Visits" – video calling to family members. Visits are now back in place, however, still observing social distancing. Family member visiting can now "hug" at the start and end of the visit (must provide an up to date negative lateral flow result).

Prisons were rated in Stages, from Stage 4 where a prison would be fully locked down to Stage 1 where the establishment is back to normal business. The criteria to move stages is varied but does include the amount of testing carried out on staff, number of cases and measures in place to manage the pandemic.

Transfer of prisoners has also been affected by isolation periods imposed for prisoners being transferred/released.

# Local Page- MAPPA in Avon and Somerset

Offending Behaviour programmes were stopped at the start of the pandemic. However, following the review of processes, implementation of social distancing measures etc., we were able to deliver programmes but to a limited number of prisoners. This has impacted on many prisoners and outside probation if a prisoner was unable to complete a programme in custody prior to release but would require completing in the community.

Overall, HMP Ashfield has been able to manage our population during the pandemic with a very small number of prisoners catching the virus and this also equated to our staff. At present, over 90% of our prisoner are “double” vaccinated.

## **Prison Service -HMP Eastwood Park Women’s Prison and Young Offender Institution**

Prisons were subject to EDMs (Exceptional Delivery Models) which guided prisons to create a plan for every element of the regime relevant to their category and function and which assisted prisons to keep both staff and prisoners safe. These enabled planning for safe reception, residence and release processes. Location on separate units provided protection to and from new arrivals and for those clinically vulnerable residents who were shielding. A national programme of Release on Special Purpose Licence (extended ROTL) was provided for the most clinically vulnerable, pregnant prisoners and residents on the Mother and baby Unit, subject to risk assessments and who could be accommodated safely in the community. Strict cleaning regimes and social distancing for staff and prisoners was quickly established and embedded.

Welfare checks by staff for all prisoners, daily for those most vulnerable, distraction packs to keep women occupied and manage stress, craft and hobby materials were provided and increased contact with safer custody staff and good internal telephone support services were set up with access to prisoners trained to support their peers. Work arounds to enable contact and deliver services to prisoners were implemented e.g. use of video links and phone calls, education packs, distancing learning was continued and the provision of in- cell work enabled some interventions to continue albeit limited but helped to keep women and the public safe.

Daily comms by the Governor for both staff and prisoners helped structure expectations and ensured everyone knew about the key changes to prison life. Women were given additional pin phone credit to enable contact with family and those able to offer

support from the community. “Purple Visits” (video links), subject to public protection checks, were set up to enable contact with family and friends when social visits were curtailed.

Adaptations were made to enable effective and safe release planning through resettlement packs, phone contact with resettlement staff prior to release replaced Discharge Boards and mobile phones were provided to prisoners to enable contact on release with support agencies in the community and probation staff supervising licences. COVID safe transport was provided either by the contracted transport services or the prison itself. Engagement by prison offender management units with MAPPA, probation staff in the community and external agencies to plan the release of those prisoners that posed most risk to the public was prioritised and multi-agency collaboration in the prison underpinned this approach.

## **The Probation Service in Avon and Somerset**

The Probation Service moved into immediate response mode, providing doorstep visits to people being supervised where assessed as necessary, as well as ongoing face to face meetings for the most risky, the homeless, the most vulnerable and those without access to technology. All cases were assessed on an ongoing basis to ensure the response was correct in relation to their risk of harm and risk of reoffending, and COVID 19. Staff were supported to make the right decisions and referrals. We saw our referrals into MAPPA increase at this time, which we thought was a proportionate and appropriate response to the pandemic and the fact that agencies had less access to observation and information was more limited. This attention mitigated the risks as far as we were able. Staff support was provided, and the Probation Service moved quickly to use new technologies and ways of working.

## **Avon and Somerset Constabulary**

### **Managing Sexual and Violent Offenders during the pandemic.**

Throughout the pandemic the police recognised the importance and criticality of safely maintaining face-to-face meetings with those managed under MAPPA. The police response was largely unchanged during this period with the continuation of management of offenders through visits and contact. Substantial planning was taken to support and minimise any transmission of Covid.

Managed offender visits in prison were impacted, however since the lifting of restrictions these visits have

# Local Page- MAPPA in Avon and Somerset

been reinstated. All visits are back to pre-pandemic levels.

The referral of people into MAPPA increased during lockdown. However since lock-down ended it is apparent that the amount of people being raised into MAPPA level 2 and level 3 has plateaued.

Through the creative use of technology the constabulary and partners supported MAPPA meetings and information sharing during the lockdown period. These new digitally enabled and now embedded ways of working proved more efficient in multi-agency attendance and environmentally friendly with less travelling to and from meetings.

## **Avon and Wiltshire Mental Health Partnership NHS Trust**

In common with all agencies, the global pandemic posed many challenges for services provided by Avon and Wiltshire Mental Health Partnership Trust (AWP). Where possible non patient facing services moved to remote working and the AWP IT team worked hard to support practitioners with technology and the introduction of Teams to support this. While face-to-face meetings may be preferable the change to virtual MAPPA meetings on MS Teams has facilitated improved attendance at MAPPA Level 2 meetings.

## **Housing – Mendip Council**

The housing authorities in Somerset continued to offer all their existing services throughout the pandemic, as regards homelessness and housing options, but saw some additional areas of focus worth noting here. There was extensive focus initially on moving all rough sleepers into accommodation during the lockdown, so as to reduce their risk of catching Covid. Given that many in this cohort were entrenched rough sleepers who required extensive work to cajole and support them to overcome their nervousness around sleeping inside, as well as accommodating their complex health issues and addictions, the success of this programme was very much due to the dedication of the housing teams across Avon and Somerset. This has also seen a considerable number of these individuals gain more permanent housing and support with their wider needs. Alongside this there was also work to support those affected by the rise in domestic violence and in need of emergency refuge and support to gain permanent, safe accommodation. In both of these areas there was, as always, work across partners to support clients and their needs.

Going forwards, the authorities are now starting to deal with those families and individuals who find themselves being made homeless due to arrears caused by loss of income during the pandemic or due to their landlord deciding to use the property for more lucrative purposes such as Airbnb. The moratorium on evictions during lockdown held the impact of these items back but it is now building and will add further to the numbers at risk of homelessness.

**The response from other housing authorities in Avon and Somerset during Covid 19 has also been significantly effective in protecting the public and reducing harm, as well as safeguarding individuals.**

## **Youth Offending Services – Avon and Somerset**

With five Local Authorities involved, we all worked slightly differently to meet the needs of Children and Young People in the criminal justice system. Initially moving to a largely virtual world, each of the five areas made their own decisions and plans as to how to manage higher risk of harm and higher safety and vulnerability Young People. These were prioritised throughout. Reparation projects were largely suspended for a considerable period, with the Youth Justice Board made aware of this. As national guidance ebbed and flowed, the five Youth Offending Services moved to a more mixed economy of face to face and virtual contact, including referral order panel and compliance meetings and custody planning and review meetings. Much work is now again face to face subject to Covid safety rules.



All MAPPA reports from England and Wales are published online at:

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

