

# Avon and Somerset



## Annual Report 2014-15





# Intro

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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 2014 – 2015. 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 MAPPA, 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 MAPPA. 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 individual offenders who are coming out of prison or who are being supervised in the community to ensure the appropriate 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 the 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.

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 level of resources which are focused on protecting the public and safeguarding victims. Our Lay Adviser particularly highlights the levels of assessment, care and thought which characterize this area of business.

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

### Responsible Authorities:

Avon & Somerset Constabulary



A handwritten signature in black ink, appearing to read 'N. Watson'.

Nikki Watson  
Assistant Chief Constable  
Avon and Somerset Constabulary

HM Prison Service



A handwritten signature in black ink, appearing to read 'G. O. Joughin'.

Prison Governor  
HM Prison Service

National Probation 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 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 Authority. These include Child & Adult Services, Health Trusts, Youth Offending Teams, Department of Work and Pensions and Local Housing, registered social landlords, Immigration Enforcement (Home Office) 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 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; 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 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. 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 2015

|         | Category 1:<br>Registered sex<br>offenders | Category 2:<br>Violent<br>offenders | Category 3:<br>Other dangerous<br>offenders | Total |
|---------|--------------------------------------------|-------------------------------------|---------------------------------------------|-------|
| Level 1 | 1349                                       | 423                                 | -                                           | 1772  |
| Level 2 | 12                                         | 17                                  | 8                                           | 37    |
| Level 3 | 2                                          | 2                                   | 3                                           | 7     |
| Total   | 1363                                       | 442                                 | 11                                          | 1816  |

## MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)

|         | Category 1:<br>Registered sex<br>offenders | Category 2:<br>Violent<br>offenders | Category 3:<br>Other dangerous<br>offenders | Total |
|---------|--------------------------------------------|-------------------------------------|---------------------------------------------|-------|
| Level 2 | 83                                         | 99                                  | 62                                          | 244   |
| Level 3 | 5                                          | 2                                   | 5                                           | 12    |
| Total   | 88                                         | 101                                 | 67                                          | 256   |

## RSOs cautioned or convicted for breach of notification requirements

26

## Restrictive orders for Category 1 offenders

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

|       |    |
|-------|----|
| SOPOs | 95 |
| NOs   | 2  |
| FTOs  | 1  |

| Level 2 and 3 offenders returned to custody |                                            |                                     |                                             |       |
|---------------------------------------------|--------------------------------------------|-------------------------------------|---------------------------------------------|-------|
|                                             | Category 1:<br>Registered sex<br>offenders | Category 2:<br>Violent<br>offenders | Category 3:<br>Other dangerous<br>offenders | Total |
| <b>Breach of licence</b>                    |                                            |                                     |                                             |       |
| Level 2                                     | 7                                          | 10                                  | 3                                           | 20    |
| Level 3                                     | 1                                          | 0                                   | 1                                           | 2     |
| Total                                       | 8                                          | 10                                  | 4                                           | 22    |
| <b>Breach of SOPO</b>                       |                                            |                                     |                                             |       |
| Level 2                                     | 7                                          | -                                   | -                                           | 7     |
| Level 3                                     | 1                                          | -                                   | -                                           | 1     |
| Total                                       | 8                                          | -                                   | -                                           | 8     |

|                                                                           |    |
|---------------------------------------------------------------------------|----|
| <b>Total number of Registered Sexual Offenders per 100,000 population</b> | 94 |
|---------------------------------------------------------------------------|----|

This figure has been calculated using the Mid-2014 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 25 June 2015, excluding those aged less than ten years of age.

# 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 2015 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2014 to 31 March 2015.

**(a) MAPPA-eligible offenders** – there are a number of offenders defined in law as eligible for MAPPA management, because they have committed specified sexual or 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.

**(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 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 ( NOs)** – 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( FTOs)** – 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.

# Avon and Somerset Local page

## 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 to represent prison involvement.

The post of MAPPA Coordinator is based within this Unit.

MAPPA Level 2 meetings are held within each Local Authority area and 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. They are 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.

MAPPA Level two meetings are chaired jointly by managers from the Police and Probation service experienced in the management of MAPPA offenders. A comprehensive training package has been developed for MAPPA chairs to support them in the management of often complex and demanding meetings.

## The Approach of Avon and Somerset MAPPA

We try to recognise at all times the unique responsibility we have to the public, in our complex MAPPA area. We have to work with 5 Local Authorities, two Mental Health Partnerships, as well as 4 prisons in the locality. In addition, there are a number of privately run mental health hospitals and the Regional Secure Unit at Fromeside.

In the last 12 months the Strategic Management Board (SMB) has been active in ensuring the appropriate attendance at MAPPA meetings. A new Complaints Policy has also been approved and implemented. Learning from complaints has contributed to the revised MAPPA Chair training package. Similarly, the SMB continues to oversee the learning from Serious Case Reviews and ensure effective action plans are produced and implemented. This learning has both informed MAPPA practice and contributed to the monitoring processes and training packages that have been put in place.

## Avon and Somerset MAPPA in practice.

The overriding purpose of MAPPA is to share information in order to develop and implement risk management plans that manage an offender's risk of harm and protect victims and potential victims in the community. The following two case examples demonstrate the nature of the work and some of the positive outcomes achieved by the MAPPA process in Avon and Somerset in 2014-15:

*A was an offender with a long history of violent offences with the most recent offence of Manslaughter having been committed abroad. He was transferred back to a prison in this country for release into the Avon and Somerset area. Located in a prison outside of the local area, A was referred into a Level 2 meeting three months prior to his release. There were concerns about his mental health but at the point of referral a mental health assessment had not been undertaken and there were no plans for psychiatric intervention on release from prison. As a direct result of the actions from a Level 2 meeting a full psychiatric assessment was undertaken and the relevant information was shared with all the agencies involved in managing the risk. A comprehensive risk management plan was subsequently agreed and included intervention from a Community Mental Health team on A's release to an Approved Premise in Avon and Somerset. This also included safeguarding measures for the victims of A's previous victims of violent crime.*

*B was sentenced to 72 weeks imprisonment for repeated breaches of his restraining order imposed to protect his ex partner. At the initial MAPPA Level 2 meeting his offender manager was concerned about the high level of risk B posed to his ex partner on release from prison. Representatives from the Housing, Mental Health, Victim Liaison service, Children's Services and Adult Social Care attended the meeting and a plan was agreed to both manage B in the community and to protect the victim and potential victims( the victim's relatives had been identified as also being at risk). The victim safety plan included securing accommodation, the use of CCTV and providing alarms to the victim to alert the police if necessary. As the victim had young children, the Police also disclosed relevant information to their school including the provision of a recent photograph of B. When B was released he was subject to an exclusion zone and directed to reside at an Approved Premises. The victim was re-assured by the safeguarding measures in place and subsequently reported no contact with B in the period following his release from prison.*

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

National  
Probation  
Service

