



Annual Report Gloucestershire 2009/10



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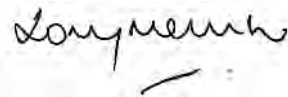


1 Introduction

The Multi-Agency Public Protection Arrangements (MAPPA) in Gloucestershire has once again evidenced how working on a multi-agency basis is critical to effective protection of the public in this county. This report highlights that by good communication and clear action plans, MAPPA within Gloucestershire has performed effectively in ensuring the risk to our communities is significantly reduced.

The performance results for the MAPPA work show how the processes have truly become embedded as standard practice for statutory and non profit organisations alike. This can only occur with the commitment of all agencies involved from the operational and strategic level. Gloucestershire is proud to have a committed and effective group of agencies to ensure the needs of Gloucestershire communities are best met in this field. This is not to say there is any room for complacency while carrying out the work as it is recognised that national developments and local learning constantly guide and drive improvements to practice. This year has seen the publication of new national MAPPA guidance which has further shaped and enhanced the work carried out across the county. There has been an implementation of a new structure to the Strategic Management Board to hold practice to account and drive up performance. This structure includes working committees to address all factors of the MAPP work. The committees hold representation from agencies across the county with a relevant interest in the MAPP work and expectations of outcomes. They report to the Strategic Management Board and are already proving to be a valuable part of the MAPP arrangements.

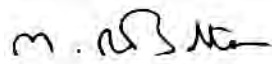
For the following year the SMB expect to see full implementation of these structures in order to see MAPP work reach the highest possible standard. This last year's work has been successful in the effective management of risk. The next year's improvements endeavours to build on this to ensure that higher risk offenders are managed to provide Gloucestershire with safety in the community.



TONY MELVILLE
Chief Constable, Gloucestershire Constabulary



JOHN BENSTED
Chief Officer, Gloucestershire Probation Area



MIKE BOLTON
Governor HMP, Gloucester

2 Key Achievements

The Multi-Agency Public Protection Arrangements (MAPPA) continue to provide a framework for the relevant agencies to work collaboratively in order to enhance the safety of the public. Whilst the Police, Probation and Prison service have lead responsibility, it is the ongoing commitment and contribution from the duty to co-operate agencies that is imperative to the effectiveness of the arrangements. The purpose of the duty to co-operate agencies is to co-ordinate the involvement of different agencies in assessing and managing risk and to enable every agency which has a legitimate interest to contribute in a way that complements the work of other agencies.

Within Gloucestershire the duty to co-operate agencies represented are Social Care (Children & Young Persons Directorate), Local Authority Housing, Registered Social Landlords, Health, 2gether Partnership NHS Trust, Youth Offending Service, Jobcentre Plus and Electronic Monitoring providers G4S. All agencies are represented on the Strategic Management Board (SMB) which has responsibility for overseeing and monitoring the MAPPA.

The key pieces of work this reporting year that have enhanced the MAPPA process in Gloucestershire:

- a** Implementation of the new national MAPPA guidance issued in April 2009. This included a review of all existing arrangements within Gloucestershire and identified areas for change and development at both a strategic and operational level. This guidance has now been fully implemented.
- b** The Strategic Management Board has established four sub-groups which focus on:
 - Auditing practice and inspection arrangements
 - Training requirements and delivery arrangements
 - Communication arrangements
 - Learning from national serious case reviews and implementing any necessary practice recommendations

These sub groups report to the quarterly SMB meetings:
- c** The introduction of national key performance indicators specifically in relation to MAPPA activity has provided the SMB with additional data to support its monitoring function.
- d** 2008/09 saw the creation of the Gloucestershire Public Protection Bureau. The bureau was formally opened on 22nd September 2009. This brings together and co-locates Police, Probation, MAPPA team, Safeguarding, Health and Domestic Abuse Services that specialise in public protection and safeguarding adults and children. This year has seen the benefits of this exciting development come to fruition as gaps between agencies have been closed, public safety has been enhanced. In addition Gloucestershire will shortly become part of the Child Sex Offender Disclosure Scheme which provides members of the public with a way to check whether people who have contact with their children are a possible risk.

e The SMB has produced the Business Plan for 2010 /11 and has identified the following areas for particular focus of attention:

- Multi-agency training for practitioners involved in MAPPA
- Development of processes to enhance identification of MAPPA eligible offenders by duty to co-operate agencies
- Use of data collection to assist in the identification of good practice and any areas for improvement
- Revision of MAPPA communication strategy



3 The MAPPA Framework

What is MAPPA?

- ▶ MAPPA are a set of arrangements to manage the risk posed by certain sexual and violent offenders. They bring together the Police, Probation and Prison Services in Gloucestershire into what is known as the MAPPA Responsible Authority.
- ▶ A number of other agencies are under a duty to co-operate with the Responsible Authority. These include: Children's Services, Adult Social Services, Health Trusts and Authorities, Youth Offending Teams, local housing authorities and certain registered social landlords, Jobcentre Plus and electronic monitoring providers.
- ▶ The purposes of MAPPA are:
 - to ensure more comprehensive risk assessments are completed, taking advantage of co-ordinated information sharing across the agencies; and
 - to direct the available resources to best protect the public from serious harm.

How do the MAPPA work?

- ▶ Offenders eligible for MAPPA are identified and information is gathered/shared about them across relevant agencies. The nature and level of the risk of harm they pose is assessed and a risk management plan is implemented to protect the public.

- ▶ In most cases, the offender will be managed under the ordinary arrangements applied by the agency or agencies with supervisory responsibility. A number of offenders, though, require active multi-agency management and their risk management plans will be formulated and monitored via MAPP meetings attended by various agencies.

Who are the MAPPA-eligible offenders?

There are 3 categories of offender eligible for MAPPA:

Registered Sexual Offenders (Category 1)

Sexual offenders who are required to notify the Police of their name, address and other personal details and notify any changes subsequently;

Violent Offenders (Category 2)

Offenders sentenced to imprisonment/ detention for 12 months or more, or detained under hospital orders. This category also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children; and

Other Dangerous Offenders (Category 3)

Offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm, there is a link between the offending and the risk posed, and they require active multi-agency management.

How are they managed?

There are 3 levels of management which are based upon the level of multi-agency co-operation required to implement the risk management plan effectively. Offenders will be moved up and down levels as appropriate:

Level 1 - Ordinary Management

These offenders are subject to the usual management arrangements applied by whichever agency is supervising them. This does not rule out information sharing between agencies, via ViSOR and other routes.

Level 2 - Active Multi-Agency Management

The risk management plans for these offenders require the active involvement of several agencies via regular multi-agency public protection (MAPP) meetings.

Level 3 - Active Multi-Agency Management

As with level 2, but these cases additionally require the involvement of senior officers to authorise the use of special resources, such as police surveillance or specialised accommodation, and/or to provide ongoing senior management oversight.

What is the role of the Strategic Management Board

- ▶ Senior representatives of each of the agencies involved in MAPPA form a strategic management board (SMB) which meets at least quarterly to monitor the arrangements and direct any necessary improvements.

What is the role of the Lay Advisers?

- ▶ The Responsible Authority is required to appoint two lay advisers to sit on the SMB. The lay advisers act as independent 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 or have strong links.

ViSOR

ViSOR is an IT system for the management of people who pose a serious risk of harm to the public. Since implementation of ViSOR the three MAPPA Responsible Authority agencies – Police, Prison and Probation – are able to work on the same IT system which enables the sharing of risk assessments and risk management information on individual violent and sex offenders in a timely way to reduce reoffending.



4 How the MAPPA operate locally

- i The MAPPA are overseen by a Strategic Management Board. This Board plays a key role in ensuring that the MAPPA in Gloucestershire are effective in safeguarding our local communities from violent and sexual offenders. The representatives on the board are senior officers from Police, Probation, Prison, Children & Young Persons Directorate, Local Authority Housing, Youth Offending service, 2gether Partnership NHS Trust, Jobcentre Plus and Lay Advisers.
- ii Agencies involved in MAPPA are responsible for the identification of eligible offenders. Comprehensive risk assessments and risk management arrangements are put in place in order to protect known or potential victims. The coming together of agencies around the table at MAPPA meetings to share relevant information – which informs the assessment of risk, is what makes the MAPPA work. The assessment includes establishing the level of risk of harm to the public, known adults, children, staff and also any risks to self (offender). Critical is the construction of a multi-agency risk management plan, utilising the particular expertise skills and resources that different agencies will have. (see case examples). Offenders subject to the MAPP arrangements are regularly reviewed to ensure that any change in risk assessment is noted, and the required amendment to risk management plans occurs.

Examples of elements of a risk management plan would be:

a Victim Contact

The Probation Service is required to contact the victim, (or members of their family in cases where there has been a death) of offenders who have received a prison sentence of 12 months or more for a violent or sexual offence. Additionally victim support, police or a domestic abuse specialist could be in contact. The purpose of this contact is to keep the victim appraised of the offender's progress through prison, their release dates, possible area of release, and to provide the victim with the opportunity to express their views with regard to the licence conditions to which the offender may be subject after their release. Information from the victim will also inform the risk assessment. Licence conditions can, for example, include no contact either directly or indirectly with the victim and geographical exclusions from areas or towns if there is sufficient concern.

b Disclosure

The need to consider disclosure is required for all MAPPA managed offenders. Routinely as part of the overall risk management plan, information about the offender's conviction or behaviour is disclosed to another person or group of people in order for them to protect themselves or to protect others. This reporting year within Gloucestershire disclosures have been made to schools, employers, a church group, leisure facilities, youth football team, voluntary projects and new partners.

When information is disclosed the offender is usually aware and involved in the disclosure if appropriate. The individual responsible for disclosing the information usually a Police or Probation Officer or Social Worker will explain why, and provide advice on all necessary action.

Arrangements exist to ensure that relevant information with regard to an offender's history is shared with accommodation providers and employment services in order for them to take the necessary protective measures.

c Sex Offender Prevention Orders (SOPOs)

SOPOs can be imposed either at point of sentence (for a relevant offence) or by an application in the civil court. SOPOs are a means of imposing prohibitions with regard to an individual's behaviour in order to reduce the risk of harm. Within Gloucestershire multi-agency consideration is given both to these restrictions and how they will be monitored and policed. Restrictions imposed locally have included preventing offenders from living in the same household as children; not having internet computer access; not having a mobile phone with a camera; not seeking employment that would bring them into contact with children; not having contact with children unless the child's parent or guardian is present and is aware of the offenders conviction.

d Offending Behaviour Programme

Work with the offender on tackling their behaviour can be undertaken in a one to one or group work setting. Group work offender behaviour programmes are delivered both in custody and in the community. Conditions to complete offending behaviour programmes can be added to both community supervision orders and licences on release from prison. The Sex Offender Treatment Programme (SOTP) and the Domestic Abuse Programme are particularly targeted at MAPPA offenders. The Domestic Abuse Programme includes independently, through a safety worker, contact with the victim or partner of the offender. Failure to comply with the requirement to address their offending behaviour can result in the offender being returned to court or custody.

e Contingency Planning

It is critical that as part of the risk management plan, failure to comply is planned for. MAPPA offenders subject to licence conditions on release from prison can be recalled to prison. Once it has been established that the offender has failed to comply with conditions on their licence, for example, breaching a condition forbidding contact with a victim, notification is sent to the recall section at the Ministry of Justice and if recall is sanctioned a warrant for the offenders arrest is issued.

How the MAPPA operate locally continued

The offender is then arrested by the police and returned to custody. Standard time scales are set with regard to this process, liaison occurs between Police and Probation Service and the offender can be recalled, arrested and returned to prison on the same day.

- iii Gloucestershire MAPPA has established formal links with other local public protection and safeguarding structures ensuring they are aware of MAPPA activity.

Individuals on the MAPPA SMB are also representatives on the area Criminal Justice Board, Safeguarding Children and Safeguarding Adults Board, the Safer Stronger Communities and Crime and Disorder Partnerships. This ensures that the MAPPA are incorporated into planning arrangements and strategically the links are made to strengthen Gloucestershire's Public Protection arrangements.



Case Example – MAPP Level 3

Male offender referred to MAPP Level 3 by the Probation Service 6 months prior to release from prison. Agencies represented at the meeting – Probation, Prison, Police, Victim Liaison Officer, Children and Young Persons Directorate (CYPD), Psychiatrist, Psychologist, Housing. (Police and Probation representatives from two areas in the Southwest)

Background

- Originally convicted of rape of male aged 16 years, sentenced to 3 years imprisonment
- Previous child sexual assault allegations (female)
- Reported violence within adult relationships – no conviction
- Recalled to prison following contact with victim of the offence breaching licence condition
- Re-released on licence to Probation managed Approved Premises
- Sex Offender Prevention Order (SOPO) applied for by the Police
- Breached SOPO – (unsupervised contact with a child)
- Concern regarding association with other known sex offenders out of county
- Sentenced to 24 months imprisonment for breach of SOPO
- Due for release
- Contact with offenders extended family with children in household Action Children and Young Persons Directorate (CYPD)
- Contact offenders new partner (has his child) to disclose relevant information. Initial assessment to be carried out (Action CYPD)
- Additional licence conditions agreed (geographical exclusion)
- Approved Premises contract of behaviour agreed
- Sex Offender Prevention Order prohibitions in place and monitored

Risk Assessment

- Assessed as posing a very high risk of serious harm to children
- Assessed as posing a medium risk of serious harm to known adults

Risk Management Plan

- Accepted at Approved Premises in area away from known victims (Action Probation/Police)
- Transfer to prison local to Approved Premises (Action Prison)
- Previous victims and family to be contacted about safety measures at their address and be advised of licence conditions (Action Probation Liaison Officer and Crime Prevention Officer)

Outcome

- Released from prison local to Approved Premises
- Accommodated in Approved Premises out of county
- Enhanced supervision measures put in place
- Safety measures in place for victim and victims family
- Disclosure made as required
- Offender compliant with licence conditions, condition of residence and SOPO
- Breathalyser/drug testing negative
- Attending programme to address offending behaviour

Current Position

- Remains compliant (3 months)
- No incidents of concern reported
- Will remain at Approved Premises for foreseeable future subject to robust multi-agency risk management

Case Example – MAPP Level 2

Female offender referred to MAPP Level 2 by Mental Health Services. Agencies represented at meeting – Police, Probation, Mental Health Services, Children & Young Persons Directorate, Housing, Domestic Abuse advocate. Offender currently remanded in custody.

Background

- Offender due in Magistrates court for sentence having been convicted of an offence of assault (ABH) and harassment on individual known to her
- Victim of offence suffered facial injuries and psychological distress
- Previously convicted for offences of assault and criminal damage in local neighbourhood
- Severe alcohol abuse
- Diagnosed with depression and history of self harming (currently self harming in custody)
- Reported violence in relationship with current partner
- Victim of domestic abuse in previous relationship
- 5 year old daughter currently residing with family member
- Recent assault on ex-partner (child's father) witnessed by child
- History of poor engagement with services (threatened previous social worker)
- Housing tenancy in jeopardy
- Not previously been sentenced to supervision

Risk Assessment

- Assessed as posing a high risk of serious harm to known adults – partner, ex-partner and victim of offence
- Assessed as posing a high risk of serious harm to children
- Assessed as posing a medium risk of serious harm to the public
- Assessed as posing a medium risk of harm to staff
- Assessed as posing a medium risk of serious harm to self

Risk Management Plan

- Probation service preparing a pre-sentence report for court – proposal for Community Order with requirement for supervision and treatment requirements
- Psychiatric assessment and report to court supporting above proposal for ongoing treatment
- CYPD to finalise a core assessment on daughter
- Child to remain with family member
- Engagement of police officer from Safer Community Team
- Housing to review tenancy agreement
- Referral to alcohol services
- Ongoing involvement of domestic abuse advocate
- Police contact with victim regarding safety measures that can be put in place
- Police to encourage reporting of any violent incidents by partner/ex-partner

Outcome

- Sentenced to a Community Order with a 2 year supervision and treatment requirement
- Initially engaged well with psychiatric services and complied with treatment requirements
- Initially complied with CYPD assessment and supervised contact arrangements with daughter
- Initially engaged with alcohol treatment provider
- Failed to engage with domestic abuse services
- Protection measures in place for victim of offence
- 6 months into Community Order arrested for assault on ex-partner
- Currently remained in custody



Sexual Offender Registration Requirements – Q & A

When a sex offender has been cautioned, received a final warning, reprimanded or is convicted of an offence, or found not guilty by reason of insanity or to be under a disability and to have done the act charged, or been given a conditional discharge (now classified as a conviction), he/she will be subject to the Sexual Offences Act 2003 and required to register as a sex offender.

Q1 Within how many days does an offender convicted of a relevant sexual offence have to register their address with the Police?

A Three days. The offender has to register in person at their prescribed local police station.

Q2 Does a sexual offender have to tell the Police of any change of name or address?

A Yes, within three days.

Q3 Does a registered sex offender have to let the Police into their home?

A No. However entry can be authorised with a warrant or as a requirement of a Sex Offender Prevention Order.

Q4 Does a convicted sexual offender have to tell the Police if travelling abroad?

A Yes, if travelling for more than 3 days. Details have to be provided of time and date of departure, destination and address of accommodation, travel company and date of return.

Q5 Can the Police disclose information about the offender to other individuals?

A Yes, in circumstances where there is an assessed risk of harm and protection measures need to be taken.

Q6 Can a sexual offender be on the register for all of their life?

A Yes, if sentenced to 30 months imprisonment or more for a relevant offence, or indefinite SOPO.

Q7 Can a sexual offender be sent to prison for failing to comply with registration requirements?

A Yes, maximum 5 years imprisonment.

Q8 Do you have to have committed a sexual offence for a SOPO to be imposed?

A No, but the subject of the application needs to be a qualifying offender i.e. they have to have a finding of guilt of an offence listed in Schedules 3 (sex) and 5 (violence and others) of the Sex Offender Act 2003.

5 Contribution from the Lay Adviser(s)

During the past year in Gloucestershire the MAPPA process has determined that potentially dangerous individuals are well managed by a series of meetings discussing individual cases in detail to ensure that the best measures are put into place to minimise the potential risk posed by these individuals. Professionals from many organisations commit time to the MAPPA process to keep our community as safe as possible.

I am currently working, with others, on a communications strategy to try to ensure that all multi-agency working is as effective as possible in order to keep us all as safe as possible.

Headteacher of school in Gloucestershire



6 Statistical information 2009/10

Explanation / Commentary

The totals of MAPPA eligible offenders, broken down by category, reflects the picture on 31 March 2010, (i.e. a snapshot). The rest of the data covers the period 1 April 2009 and 31 March 2010.

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 and/or currently pose a risk of serious harm, although the majority (97.3% this year) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

Registered Sexual Offenders (RSOs) – those who are required to notify the police of their name, address and other personal details and notify any changes subsequently. Failure to comply with the notification requirements is a criminal offence which carries a maximum penalty of 5 years' imprisonment.

Violent Offenders – this category includes violent offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. It also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.

Other Offenders – offenders who do not qualify under the other 2 MAPPA eligible categories, but who currently pose a risk of serious harm which requires management via MAPP meetings.

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.

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 5 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 5 years' imprisonment.

Notification Order – requires sexual offenders who have been convicted overseas to register with Police, in order to protect the public in the UK from the risks that they pose. Police may apply to the court for the order in relation to offenders in or intending to come to the UK.

Foreign Travel Orders – prevent offenders with convictions for sexual offences against children from traveling abroad where it is necessary to do so to protect children from the risk of sexual harm.

Number of MAPPA eligible offenders at 31 March 2010

	LEVEL 1	LEVEL 2	LEVEL 3	TOTAL
Category 1: Registered Sexual Offenders	337	8	0	345
Category 2: Violent Offenders	131	1	0	132
Category 3: Other Dangerous Offenders	–	4	0	4

Enforcement for offenders managed via MAPP meetings

Returned to custody for breach of licence

➤ Level 2	2
➤ Level 3	1
➤ Total	3

Sent to custody for breach of Sexual Offences Prevention Order (SOPO)

➤ Level 2	1
➤ Level 3	2
➤ Total	3

Further data on Registered Sexual Offenders

Registered Sexual Offenders in:

➤ Cheltenham and Tewkesbury	106
➤ Forest and Gloucester	166
➤ Cotswolds and Stroud	73
➤ Total	345

Registered Sexual Offenders cautioned or convicted for breach of notification requirements:

➤	17
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Sexual Offences Prevention Orders (SOPOs):

➤ Applied for	2
➤ Interim Order issued	7
➤ Full Order issued	17

Notification Orders:

➤ Applied for	0
➤ Interim Order issued	0
➤ Full Order issued	0

Foreign Travel Orders

➤ Applied for	0
➤ Interim Order issued	0
➤ Full Order issued	0

Total number of registered sexual offenders in Gloucestershire per 100,000 head of population:

➤	65.82
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7 Contacts

National helpline

0845 3030900

www.victimsupport.org.uk

Gloucestershire Victim Support

01452 317444

Crown Court Witness Service

01452 411724

Mags. Court Witness Service – Cheltenham

01242 700052

Mags. Court Witness Service – Gloucester

01452 525281

Gloucestershire Domestic Violence Advocacy Project (GDVSAP)

01452 544553

This report provides details of the arrangements made in Gloucestershire. If you would like to make additional enquiries please contact either:

Chief Constable
Gloucestershire Constabulary
County Police Headquarters,
Waterwells Drive,
Quedgeley,
Gloucester GL2 2AN
Tel: 0845 0901234

Chief Officer
Gloucestershire Probation Area
Bewick House,
1 Denmark Road,
Gloucester GL1 3HW
Tel: 01452 389200

Glossary

MAPPA	Multi-Agency Public Protection Arrangements
MAPP	Multi-Agency Public Protection
SMB	Strategic Management Board
SOPO	Sex Offender Prevention Order
GPT	Gloucestershire Probation Trust
CPS	Crown Prosecution Service

