# 2005/06





# Contents

- 2 Ministerial Introduction
- 3 Introduction
- 4 Key Achievements
- 5 How the MAPPA operate locally
- 13 Statistical Information
- 17 Strategic Management Board
- 18 Business Plan 2006/07
  - 1 MAPPA Development Strategy
  - 2 Monitoring and Evaluation Strategy
  - 3 Communication and Strategic Partnerships Strategy
  - 4 Training Strategy
- 22 Contacts



### Ministerial Introduction

Making our communities safer and reducing re-offending is our highest priority and one of our biggest challenges. That is why the work undertaken through these multi-agency public protection arrangements (MAPPA) is so important. The supervision and management of sexual and violent offenders who pose the highest risk of serious harm, whether in the community or in custody, is complex and challenging; and is an aspect of public service where the public rightly expects all reasonable action to be taken.

Although we have made significant progress in the last five years with the development of MAPPA across England and Wales, the review this year of a number of tragic incidents where people have been murdered or seriously injured reminded us of the importance of reviewing performance, improving practice and learning lessons. It is vital that these tasks are undertaken by the probation, police and prison services, as well as by those other agencies that contribute to the assessment and management of offenders. The publication of MAPPA Business Plans by each Area in this year's annual reports offers a helpful and necessary programme of local development and review and must lead to enhanced practice. It will be essential that this progress is transparent and shared with local communities.

In addition to this, however, it is important that no opportunity is missed to consider other measures that will further enhance public safety. That is why we are undertaking the Child Sex Offender Review, to look at how a particular group of offenders, who provoke anxiety for many, are best managed in the community. The review is consulting a wide range of practitioners and key stakeholders including the MAPPA lay advisors, and will report around the end of the year.

Finally, in commending this report to you, I want to take the opportunity to thank all those involved locally in working with sexual and violent offenders, or in ensuring that these arrangements are fit for purpose. Where MAPPA is working well it is based on maintaining high professional standards and effective multi-agency collaboration in the delivery of robust risk management plans. While it is not possible to eliminate risk entirely, where all reasonable action is taken the risk of further serious harm can be reduced to a minimum and fewer victims will be exposed to repeat offending.

GERRY SUTCLIFFE MP Parliamentary Under Secretary of State for Criminal Justice and Offender Management

A National Overview of the Multi-Agency Public Protection Arrangements 2001–2006 can be found on www.probation.homeoffice.gov.uk/output/page3o.asp



### Introduction

The Gloucestershire Multi-Agency Public Protection Arrangements (MAPPA) have continued to work highly effectively during 2005-06.

The MAPPA work has been greatly enhanced with the embedding of changes brought in at the start of the year. These comprised three elements: the prison service becoming a responsible authority, the new statutory duty to co-operate and the appointment of Lay Advisors. The Probation Service already collaborates closely with the Prison Service concerning the release of high risk offenders.

The status of the Prison Service as a responsible authority enabled the priority of their attendance and proactive contribution at MAPPA meetings to be raised such that public protection through the prison gates becomes a reality. The new statutory duty to co-operate has had a similar effect in giving relevant agencies, such as Social Services, a clear role and relevance in MAPPA meetings to enhance the supervision and surveillance demands of specific high risk offenders. The presence of lay members at the Strategic Management Board (SMB) ensures the public is represented. They have given the work a community perspective and helped the SMB members to understand the fears the public have and the reassurances they deserve from our work.

During 2005-06 there has been a particular focus on offenders who commit domestic violence with enhanced identification and assessment of these offenders. This is reflected in the much higher number of offenders assessed as posing a high risk of harm, an increase from 24 in 2004/05 to 45 in 2005/06, many of these representing offenders who have committed offences of domestic abuse. In turn the MAPPA process in assessing and managing these offenders has been adapted to include voluntary agencies who work with victims. The safety needs of victims are now specifically addressed in the management plan.

It has been a busy and rewarding year in Gloucestershire but another year in which we can take pride in the good work that has been achieved in keeping the county as safe as possible.

Y BALL

Chief Officer, Gloucestershire Probation Area

Yvette Ball

Timothy brain.

TIMOTHY BRAIN

Chief Constable, Gloucestershire Constabulary

DAVID CHALMERS

Governor HMP, Gloucester

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# **Key Achievements**

- ▲ Gloucestershire's two lay advisors have completed their training and contribute to the work of the MAPPA Strategic Management Board.
- ▲ The duty to co-operate arrangements have strengthened risk management plans on high risk of serious harm offenders.

  MAPPA partners are actively engaged in the management of these offenders in the community.

When we began our role as MAPPA Lay Advisors in March 2005 we knew that we would undertake two weekend training sessions. For me the first was at Reading University in June 2005 and the second was at the University of Birmingham exactly a year later. These sessions were very interesting covering challenging topics such as - what motivates people to sexually abuse and media dimension in the pursuit of public safety? The sessions were attended by Lay Advisors from around the country and examining the differences from different regions was really interesting. We are lucky in Gloucestershire that the scheme has been so well organised.

In addition to the weekend residentials, we have met with several other Gloucestershire agencies from Probation, Police, Youth Offending and Prison to understand MAPPA work from a variety of perspectives. The best training however is "on the job" training and I feel that each strategic meeting allows me to contribute more and understand the work better.

LAY ADVISOR

The Gloucestershire MAPPA Lay Advisor training I have experienced has been very effective in informing me about the work of the statutory agencies within MAPPA and their relationship with each other.

LAY ADVISOR

- ▲ The benefits of the prison service as a responsible authority include:
- ▲ Systematic identification of offenders who fall within MAPPA.
- ▲ Use of information from the prison to inform risk assessments.
- ▲ Risk management meetings within the prison.
- ▲ Facilitating engagement between prison and other MAPPA partners not familiar with each other's public protection responsibilities.
- ▲ The sex offender strategy identified good practice in Gloucestershire. Areas for improvement have been acted on eg. Additional places for sex offenders on the Sex Offenders Treatment Programme. Regional work on securing suitable accommodation for sex offenders is being led by Gloucestershire.
- ▲ Gloucestershire undertook a review of the arrangements for managing sex offenders in Gloucestershire against the recommendations of the joint Police/Probation Inspection Report. Our arrangements were in line with good practice.

"The duty to co-operate agreement has led to partners delivering some imaginative solutions which otherwise would not have been achievable. This has had a positive impact upon the work of the MAPPP, particularly where the management of some individuals fall between professional disciplines. It is yet another way MAPPA is continuing to develop to achieve the core aim of protecting the citizens of Gloucestershire"

DETECTIVE CHIEF SUPERINTENDENT
Gloucestershire Constabulary



# How the MAPPA operate locally

#### a) Risk Assessment

Locally the Multi-Agency Public Protection Arrangements work by representatives of the relevant agencies meeting together to share information on identified offenders. Typically this will involve the Probation, Police, Prison Service, Social Services, Housing Providers.

### There are 3 categories of offender who have to be considered:

Category 1 All sex offenders required to register.

Category 2 Violent offenders who receive a prison sentence of 12 months or more.

Category 3 Other offenders assessed as posing a high risk of serious harm.

Judgements have to be made regarding the degree of risk of harm an offender poses. Decisions are made by the relevant agencies sharing information regarding evidence of risk of harm. This is the risk assessment process. Critical information will be details of the offence(s), previous offence(s) location of the victim of the offence(s), current relationships, accommodation, employment, mental state, any alcohol/drug misuse, use of weapons are some examples. These judgements are supported by the use of risk assessment tools which predict likelihood of re-offending for particular groups of offenders.

### Potential risks have to be considered of physical and psychological harm to:-

- ▲ The public.
- ▲ Known adults/relatives.
- ▲ Children.
- ▲ Staff.
- ▲ Other prisoners.
- A Risk of self harm/suicide.

#### The Risk Assessment must detail:

- ▲ Who is identified as being at risk of harm.
- What is the nature of that risk.
- ▲ When is the risk likely to be greatest.
- ▲ What events could trigger the risky behaviour.

#### b) Risk Management

We are required to have in place risk management arrangements for those offenders who fall within the MAPPA.

#### There are 3 possible levels of management:

Level 3 Multi-agency Public Protection
Panel Meetings (MAPPP) on those
offenders assessed as posing
the very highest risk of harm
and needing the involvement
of senior managers.

Level 2 Multi-Agency meetings on high

risk of harm offenders.

Level 1 Single agency management.





#### Level 3

#### (Multi Agency Public Protection Panel)

Those offenders assessed as posing the highest risk of serious harm and needing a commitment of involvement of other agencies beyond what would be usual are considered by the MAPPP. Agencies are represented by senior managers from the responsible authority (Police/Probation and Prison Service) and the duty to co-operate agencies (eg: Social Services/Housing/Mental Health). In Gloucestershire a Psychiatrist and a Psychologist are also panel members.

#### The role of the MAPPP is to :-

- ▲ Share information on those offenders referred to it.
- ▲ Decide upon the level of risk posed.
- ▲ Recommend the actions necessary to manage the risk including any contingencies.
- ▲ Monitor and ensure implementation of the agreed Risk Management plan.
- Review the level of risk and the management plan in light of changes in circumstances or behaviour.
- Consider and manage necessary resources.

#### **Level 2 Meetings**

The MAPPP deals primarily with those offenders assessed as posing the very highest risk of serious harm - known as the 'critical few'. Similar arrangements exist to assess and manage other offenders assessed as posing a high risk of serious harm that require multi-agency intervention. These meetings involve those who have direct responsibility for the offender (eg probation officer/police officer) or who are involved in their day to day management (eg housing provider), or with their family (eg social worker). Both levels of meeting have consistent risk assessment and management process. The meetings are supported by protocols regarding exchange of information.

#### Level 1 Management

Offenders managed at Level 1 are primarily those where only one agency is involved.

#### **Victim Contact**

Critical to risk management is the information provided by those who are in contact with the victim or potential victims of the offender. This could be – the Probation Service Victim Enquiry Officer, a Police officer or a voluntary sector worker. Those in contact would be present at multi-agency meetings. The Probation Service is required to make contact with victims, or the families of victims of sexual and violent crime where the offender has been imprisoned for 12 months or more. The victim will have been offered contact and been provided with details concerning prison process and release arrangements. The victim's views inform both the content of reports when release from prison is being considered and the licence conditions put in place.

#### c) Risk Management Plan

This will describe actions to be taken by the relevant agencies to manage the identified risks, including time scales.

#### The plan will include:-

- ▲ Measures to protect the past/potential
- ▲ The involvement of the offender in looking at causes of offending and strategies to manage behaviour.
- ▲ Conditions in licence on release from prison.
- ▲ Actions in case of failure to comply with licence conditions.
- Contingency planning.
- ▲ Communication arrangements.
- Review arrangements.



# Case Example i

The male offender was referred to the Multi-Agency Public Protection Panel meeting (Level 3) by the Probation Service. Agencies represented at the meeting - Police, Probation, Social Services, Prison, Mental Health, Domestic Violence project. Senior Managers and operational staff present.

#### Background

- ▲ Convicted of assault on his partner.
- ▲ Community penalty imposed. (Community Rehabilitation Order) with condition to attend Domestic Violence programme.
- ▲ Charged with attempted rape of a previous partner (not proceeded with). Other violence against partner, including rendering her unconscious.
- ▲ Children aged 10, 6 and 4 years present and witnessing violence and injury.
- ▲ Couple recently separated, offender hoping for reconciliation.
- ▲ Offender still living in the locality and having contact with the children.
- ▲ History of alcohol and drug misuse.
- ▲ Some previous mental health involvement self harm.
- ▲ Offender was victim of physical abuse as a child.
- ▲ New information received that offender threatening to seriously harm his (ex)-partner and children.
- ▲ Concern offender could carry out threat and harm self also.
- ▲ Complying with community supervision.

#### Risk Assessment

- ▲ Very High Risk of physical and psychological harm to (ex)-partner.
- ▲ Very high risk of physical and psychological harm to his 3 children.
- ▲ High risk of harm to self.
- ▲ High risk of physical and psychological harm to any new female partner.
- High risk of physical and psychological harm to any new partner of his ex partner.

#### Triggers to offending

- ▲ Knowledge that reconciliation will not occur.
- Lack of contact with his children.
- ▲ Drug/alcohol misuse.
- ▲ Mental health issues/repeat self harming.
- ▲ Jealousy.
- ▲ New relationship.

#### Risk Management Plan

- ▲ Police Domestic Violence Officer to recontact victim immediately and advise of further safety measures available for her and children's protection.
- Advice to be given to victim regarding civil orders that can be sought.
- ▲ Collate information that could lead to further criminal charges.
- ▲ Social services department to undertake assessment with regard to risk to children, will include liaison with children's school.
- ▲ Contact with offender's G.P. to request psychiatric services assessment.
- ▲ Assess offender's current suitability to undertake domestic violence programme.
- Re-refer offender to service for alcohol/drug misuse.





- ▲ Discuss with offender attending service for victim of child abuse.
- ▲ Increase offender contact with probation officer.
- ▲ Any failure by offender to comply with community order will result in him being returned to court for re-sentence.

#### Outcome

- ▲ Safety measures put in place.
- ▲ Civil protection order obtained.
- ▲ Contact with children supervised.
- ▲ Psychiatric assessment undertaken and services offered and followed up.
- ▲ Offender in contact with alcohol and drug project.
- ▲ Offender chose not to seek counselling re. own abuse experience.
- ▲ Offender complied with increased contact on community order.
- ▲ Re-assessed for domestic violence programme – not suitable at that time due to increased concerns re. risk of harm to (ex)-partner and children.
- ▲ Offender reviewed by MAPPP ensuring all agencies aware of situation and appropriate action taken.

#### **Current Position**

▲ The offender has moved to another area of the country. No breaches of civil orders or further offending has occurred. He maintains letter contact with his children. As situation now more stable and risk managed, offender will commence domestic abuse programme, his ex partner will be advised of any raised concerns regarding risk to her or the children. He remains in contact with psychiatric services and alcohol/drug project. He remains in weekly contact with his supervising probation officer in the new area.

"The duty to co-operate has begun to raise the profile of MAPPA but there is still work to be done. Working with the Lay Advisors on the Strategic Management Board is going to be helpful in ensuring the public is represented and will assist agencies to communicate the work of MAPPA to the public more effectively."

LEAD FOR CHILD PROTECTION Children and Young Persons Directorate



# Case Example ii

The Offender was referred to the MAPPP (MAPPA Level 3) by the Probation Service. Agencies represented at the meeting Police, Probation, Social Services, Housing. Victim Enquiry Officer, Senior Managers and operational staff present.

#### Background

- ▲ Convicted of 2 Indecent Assaults on females and serving a 6 year prison sentence.
- ▲ Threatened to rape both women.
- ▲ Unusual pattern of offending.
- ▲ Previous convictions for violent offences and indecent exposure.
- ▲ Upon release from prison failed to comply with licence conditions, behaved in a way which escalated his risk and was therefore recalled to prison.
- ▲ Now due for release.
- ▲ Refused to participate in prison based sex offender treatment programme.
- ▲ Stated refusal to abide by licence conditions upon release.

#### **Risk Assessment**

▲ Assessed as posing a very high risk of harm – physical and psychological to women.

#### Risk Management Plan

- ▲ To be released to Approved Premises (Probation managed out of county hostel) subject to hostel rules, curfew and tagging arrangements.
- Geographical exclusion from parts of Gloucestershire.
- ▲ Sex Offender Prevention Order to be applied for through the court.

- Prohibitions designed to address unusual pattern of offending.
- ▲ To attend community based sex offender programme as condition of his licence upon release.
- ▲ To register with the police as a sex offender required to register.
- ▲ Regular visits to be made by the police to his address.
- ▲ To report to his probation officer above National Standards contact requirements.
- ▲ Victim enquiry officer to liase with victim of offences and advise of arrangements.

#### Outcome

- ▲ Released to Approved Premises out of court and abided by requirements.
- ▲ Sex Offender Order obtained proposed prohibitions in place.
- Registered with police as required.
- ▲ Licence conditions in place.
- ▲ Reported to Probation Officer as instructed.
- ▲ Victims advised.
- ▲ Offender regularly reviewed by MAPPP ensuring all relevant agencies aware of circumstances and appropriate action taken.

#### **Current Position**

As a result of a rigorous policing plan the offender was arrested for breaching his sex offender order and the Crown Court imposed a custodial sentence.



# Case Example iii

The Offender was referred to a MAPPA Level 2 meeting by Police Public Protection Officers. Agencies represented - Police, Probation, Social Services, Housing Providers.

#### Background

- ▲ Convicted of sexual offences against children.
- ▲ Befriends families to obtain contact with children.
- ▲ Licence period on release from prison ended.
- ▲ Breached licence by having contact with a victim.
- A Required to register as a sex offender.
- ▲ Information received that he had befriended a family with young children and that the children had stayed at his flat and been seen in his vehicle.

#### Risk Assessment

▲ Assessed as posing a high risk of further sexual assaults/psychological harm to young girls and boys.

#### Risk Management Plan

- ▲ Level 2 meeting convened when information that the offender is in contact with a family with children was received.
- ▲ Social Services to make contact with family and advise of offender's status as a sex offender required to register.
- Social services to ensure that family take appropriate measures to protect the children.

- ▲ Proposed that Sex Offender Prevention Order applied for.
- ▲ Police to increase contact with offender.
- ▲ Offender to be advised that Sex Offender Prevention Order to be applied for.

#### Outcome

- ▲ Sex Offender Prevention Order obtained
- Prohibitions in order state:-
  - no unsupervised contact with children under the age of 17 years
  - not to reside in any household with a child under the age of 17 years
  - not to carry children in a vehicle under the age of 17 years
  - not to be within certain radius of school.
- ▲ Police Public Protection Officers increased visits to offenders home.
- ▲ Social Services advised family of status and contact ceased immediately.

#### **Current Position**

Offender moved away from locality. New Housing provider advised of offender's status as sex offender required to register. Offender continues to be managed at Level 2 with multi-agency involvement. Any breach of his Sex Offender Prevention Order will result in offender being returned to court - the maximum penalty that can be imposed for a breach is 5 years imprisonment.



### Domestic Abuse Programme

The domestic abuse programme is a community based, groupwork programme designed to reduce re offending by male domestic violence offenders whose victims are women.

The programme aims to contribute directly to the wider community safety agenda in relation to domestic violence. It requires co-operation and inter-agency working with statutory agencies, including Police, Crown Prosecution, Courts and voluntary agencies providing women's services. Women and children's safety is central to the programme.

The expected outcomes on completion of the programme is that the offender will:-

- a take responsibility for the use of violence
- b understand why they behave in a violent way
- acknowledge the effects of violent behaviour on partners, ex partners and children
- d take specific and positive steps to change

Programme structure is made up of nine separate but linked modules. Pre-group work is undertaken on an individual basis with the supervising offender manager which includes an assessment that will determine suitability for the programme.

#### The Nine Modules

- 1 Non-violence/violence outcome, to recognise that physical violence is unacceptable and the links to power and control.
- 2 Non-threatening behaviour/intimidation to recognise that intimidation is deliberate not "uncontrolled" anger.
- 3 Respect/emotional abuse to recognise emotional abuse is a common tactic to attack their partners self esteem and to control.
- 4 Support and Trust/isolation how isolation increases an abusers power and cuts the victim off from the community/other areas or resources.
- 5 Accountability and Honesty/minimising denial: blame challenges the perpetrator/offender to take responsibility for their violence.
- 6 Sexual Respect/coercion to explore how some victims are coerced into sex out of fear their partners may be violent again.
- 7 Partnership/male privilege, economic abuse – is there, an equal distribution of roles/duties in their relationships or has the male increased status?
- 8 Responsible Parenting/using children exploring how some men use children as a tactic to control their partners and the negative emotional impact upon children who hear/see domestic violence.
- 9 Negotiation and fairness/coercion and threats – what is actually negotiable in a relationship and how to reach resolutions that are mutually satisfactory?
- ▲ 3 sessions per module.
- ▲ 27 sessions in total.



#### **Victim Safety Procedure**

- 1 The Offender Manager obtains the victims details – address/phone number and then passes the information to the "Women's Safety Worker" who contacts the victim to offer support.
- 2 A letter is sent to the victim informing them that the offender will be attending the domestic abuse programme. This letter encloses details of the services available.
- 3 Victims are offered one to one support, group work sessions and have access to refuges. With the victims agreement they then make routine follow up calls throughout the Order to offer support.
- 4 Relevant action is taken if the risk of serious harm to the victim is seen as escalating.

"Public Protection is given the highest priority within HMP Gloucester where assessment and the management of risk are co-ordinated through a dedicated unit. We are able to demonstrate our commitment to the MAPPA process through the allocation of resources at senior management and practitioner levels to ensure a whole establishment approach to the strategic and practical management of risk.

The sharing of information and resources has allowed HMP Gloucester to contribute as a full partner to the MAPPA process, allowing us to engage and play a significant part in the multi-agency response to the management of those critical few who pose the highest risk to the public.

Real and notable achievements have been made in the areas of assessment, planning and identification of cases which fall within the scope of MAPPA. Progress and improvements in these areas are seen as crucial to the effectiveness of risk management within the establishment. We remain committed to the multi-agency approach to public protection and the reduction of serious offending."

GOVERNOR **HMP Gloucester** 



# **Statistical Information**

#### (Sex Offenders required to register)

1 The number of Registered Sex Offenders (RSO's) living in the three police divisions of

	Gloucestershire on 31st March 2006:-	
	Cheltenham & Tewkesbury	106
	Stroud & Cotswolds	70
	Gloucester & Forest	135
		(311)
	a The number of RSOs per 100,000 head of population.	55
2	The number of sex offenders having a registration requirement who were	
	either cautioned or convicted for breaches of the requirement, between	
	1st April and 31st March 2006.	5
3	The number of	
	a Sexual Offences Prevention Orders (SOPO's) applied for.	1
	b Interim SOPOs granted.	1
	c Full SOPOs imposed by the courts in your Area between	
	1st April and 31st March 2006.	22
4	The number of	
	a Notification Orders applied for.	0
	b Interim Notification Orders granted.	0
	c Full Notification Orders imposed by the courts in your Area between	
	1st April and 31st March 2006.	0
5	The number of Foreign Travel Orders.	
	a Applied for.	0
	b Imposed by the courts in Gloucestershire between 1st April 2005 and	
	31st March 2006.	0



#### Statistics explained

The following statistical information details MAPPA activity within Gloucestershire.

#### **Category 1 (Sex Offenders required to register)**

1 There are 311 registered sex offenders living in Gloucestershire.

The number of registered sex offenders living in Gloucestershire has increased. This number will increase year on year as any sex offender who receives a period of imprisonment of 30 months or more is required to register for life. Additionally the 2003 Sexual Offences Act introduced new offences which require registration. Again increased activity to identify those committing sexual offences on the internet accounts for a significant proportion of registrations in this reporting year.

- 2 5 offenders required to register have breached requirements this reporting year. Registration requirements include registering any change of address within 3 days and notifying if travelling abroad for 3 days or more. The monitoring arrangements that are in place ensure that the contact between Police Public Protection Officers and offenders reduces the likelihood of failure to comply with the registration requirements. Again this reporting year we have a very high level of compliance. Should concerns be raised that suggest an increased risk of re-offending action is taken immediately in conjunction with other MAPPA agencies. Of the five offenders who breached registration requirement 1 received a custodial sentence, 1 a community penalty, 1 a fine and two cautions.
- 3 The number of Sex Offender Prevention Orders has increased. The Court has the opportunity to impose a Sex Offenders Order at point of sentence. Alternatively the Police can apply for an order where it is considered necessary to manage the risks posed by a sexual offender. Sex Offender Orders play a critical role in the management of offenders and reducing the risk of harm they pose to others. Examples of prohibitions that have been placed in Sex Offender Orders obtained in Gloucestershire in the last year are:

#### Children

- Not to allow children under the age of 18 years to be carried in a motor vehicle unless the child's parent or legal guardian is present.
- ▲ Not to take photographs with any image capturing device of any child under the age of 18 years.

#### **Schools**

Not to loiter within a radius of 100 metres of education establishments including infant, junior and secondary schools and public parks, children's playgrounds and public swimming pools. **Employment** 

Seeking or undertaking any employment whether for payment or otherwise which is likely at some time to allow unsupervised access to a child under the age of 16 years.



#### **Vehicles**

Not to change current vehicle without informing a designated Police Officer of this and subsequent changes including hire or loaned vehicles.

#### Accommodation

Not to reside in any household with a child or young person under the age of 17 years. Computers

Not to engage with another person through chat rooms or other internet sites designed to introduce people to one another.

### Category 2 (Violent offenders sentenced to a period of imprisonment of 12 months or more and sex offenders not required to register)

1 The number of violent and other (V&O) sexual offenders (as defined by Section 327 (3), (4) and (5) of the Criminal Justice Act (2003) living in your Area between 1st April 2005 and 31st March 2006.

77

45

#### Statistics explained

77 offenders have been released from custody into the area this reporting year who fall within this category.

#### Category 3 (Other offenders assessed as posing a high risk of serious harm)

1 The number of 'other offenders (OthO) (as defined by Section 325 (2)(b) of the Criminal Justice Act (2003) between 1st April 2005 and 31st March 2006.

#### Statistics explained

45 offenders have been assessed as posing a high risk of harm who have not been convicted of sexual offences or received a prison sentence for violence of 12 months or more. This number has significantly increased from last year's report (24). This reflects the focus on convicting offenders who have been charged with offences of domestic abuse. These offenders are subject to multi-agency meetings where other agencies are involved and/or they are assessed as posing a high risk of serious harm to their partner/ex partner and often children. These multi-agency meetings include voluntary agencies working with victims of domestic abuse and the risk management plan will include measures focusing on victim safety.

4 Offenders managed through Level 3 (MAPPP) and Level 2 (Local inter-agency management) in each of the three Categories between 1st April 2005 and 31st March 2006.

			Level 3
1	Category 1	- Registered Sex Offenders.	8
	Category 2	- Violent and Other.	8
	Category 3	- Other Offenders.	2



Category 1	- Registered Sex Offenders (27 high risk Registered th	is year.	
	76 in total when include those assessed as high in pre-	vious	Level 2
	years who continue to be managed at Level 2).		76
Category 2	- Violent and Other.		20
Category 3	- Other Offenders.		43
31st March	s managed at Level 3 or 2 between 1st April 2005 and 2006 how many, whilst managed at that level:- Irned to custody for a breach of licence.	Level 3	Level 2
	rned to custody for a breach of a restraining order or fences prevention order.	1	0
c Were cha	0	1	

#### **Statistics explained**

#### Level 3

Offenders assessed as posing a very high risk of serious harm that need to be managed by a plan which involves close co operation at a senior level, or require unusual resource requirements are managed at Level 3 - the Multi-Agency Public Protection Panel. 18 offenders have been managed at Level 3 this reporting year, 6 of these offenders were registered MAPPP cases in previous years and continue to be overseen by panel members.

#### Level 2

Offenders managed at Level 2 are assessed as posing a high risk of serious harm and require inter agency assessment and management. Category 1 offenders – sex offenders required to register who are assessed as posing a high risk of harm are regularly reviewed at a multi agency meeting. Again this number will increase as the number of registered sex offenders grow.

Within Gloucestershire colleagues from Police, Probation and Social Services (at a minimum) meet weekly to assess offenders and review risk management plans. When an offender is in custody a meeting occurs prior to release to ensure a risk management plan is in place and victims views included and advised accordingly. The Prison Service plays a significant role in identifying relevant offenders and contributing to risk assessment and management plans. Any failure to comply with licence conditions, or escalating risk of harm is dealt with immediately. Emergency recalls to prison can occur on the same day with a warrant for the offender's arrest being issued. There is close liaison between the Probation, Police and Prison Services at this point.

One sex offender required to register receive a custodial sentence this year for breaching his Sexual Offences Prevention Order.

No offender managed at Level 3 (MAPPP) has been charged with a serious sexual or violent offence. At Level 2, 1 offender has been charged with serious sexual or violent offence.



# Strategic Management Board

The Strategic Management Board has the responsibility for overseeing the Public Protection Arrangements within Gloucestershire.

The Board members are:-

**Chief Officer Gloucestershire Probation Area** 

Assistant Chief Constable Gloucestershire

**Detective Chief Superintendent Gloucestershire** 

Assistant Chief Officer Gloucestershire Probation Area

**Governor of HMP Gloucester** 

**Two Lay Advisors** 

Lead for Child Protection Children and Young Peoples Social Services Directorate

**Social Care Lead, Gloucestershire Partnership NHS Trust** 

**Victim Support Area Manager** 

**Head of Youth Offending Service, Gloucester** 

**Executive Manager, Housing Gloucester City Council** 

The Board agrees the business plan for the year, identifying areas for development or improvement, identifying who has responsibility for achieving the objective, timescales and resources needed.

Members of the Board also represent their own individual agency on other key public protection forums such as the Areas Safeguarding Children's Board, the Criminal Justice Board and the Crime and Disorder Partnerships. This ensures that the MAPPA are incorporated into their activities ensuring the right links are made thus strengthening the Public Protection Arrangements in the area.

The links with Victim Support ensure that the MAPPA take full account of responsibility towards victims. The two Lay Advisors play a critical role in bringing a perspective to the arrangements from those not directly involved in the day to day management, so are able to stand back and ask the questions from a general public point of view.

Representatives from the local MAPPA Board attend the South west Public Protection Steering Group, and a representative from that attends the national group. Linkage between local area/region and national ensures that there is a means of raising local issues, of collaboration and learning from best Public Protection practice.



# Gloucestershire Strategic Management Board – Business Plan 2006/07

### 1. MAPPA Development Strategy

STRATEGIC AIM AND OBJECTIVES	DELIVERY PLAN	MILESTONES	RESOURCE	OUTCOME
A To have MAPPA Level 2 Arrangements in line with MAPPA guidance which make most efficient use of resources.	<ul> <li>Complete a review of Level 2 Arrangements.</li> <li>Bring proposed new arrangements to SMB.</li> <li>Gain SMB authorisation of new arrangements.</li> </ul>	<ul><li>July 2006.</li><li>August 2006.</li><li>August 2006.</li></ul>	Identify Police & Probation staff ACO/Chief Superintendent, MAPPA Manager, PPT Manager & Detective Inspector and Prison.	<ul> <li>By October 2006 to have arrangements in place which meet MAPPA guidance on chairing and attendance.</li> <li>To be measured and monitored against agreed guidance criteria.</li> </ul>
B To achieve the active engagement of duty to co-operate agencies.	Improvement objective to be agreed for each duty to co-operate agency.	August 2006.	To be determined by each agency.	• Effective engagement in Risk Assessment and Management in 90% of cases to be measured by attendance at relevant meetings.
C Implement revised MAPPA guidance.	Complete gap analysis and implementation plan.	Within 2 months of receipt of guidance.	MAPPA Manager & relevant Senior officers.	Revised guidance implemented date for sign off to be set when national guidance received.
D Implement recommendations from Inspection Reports on Sex Offenders & Public Protection.	<ul> <li>Complete gap analysis and implementation plan.</li> <li>To arrange an audit programme.</li> </ul>	Joint thematic action plan by June 2006.      Hanson & White Action Plan 30/06/06.      Public Protection Inspection date of publication awaited.	<ul> <li>MAPPA Manager/ Detective Sergeant, Public Protection Unit and relevant SMB members.</li> <li>ACO Public Protection.</li> <li>ACO Public Protection and other SMB members to be agreed on receipt of publication.</li> </ul>	<ul> <li>Trained police officers in place in line with recommendations by March 2007.</li> <li>OASys completed in 100% of sex offenders on all new cases from Nov 2006.</li> <li>National implementation audits July 2006 and October 2006 to demonstrate compliance with NS in 90% of cases.</li> <li>To be identified following publication.</li> </ul>



# Gloucestershire Strategic Management Board – Business Plan 2006/07

### 1. MAPPA Development Strategy continued

STRATEGIC AIM AND OBJECTIVES	DELIVERY PLAN	MILESTONES	RESOURCE	OUTCOME
E ViSOR system in place by January 2008 within the probation service.	<ul><li>1 Initial Audit.</li><li>2 Local project plan for ViSOR implementation.</li></ul>	May 2006.  As determined by National roll out (Southwest current Jan 08).  Plan to be developed by Jan 2007.	MAPPA Manager.  Project manager plus identified representatives for project team.	<ul> <li>ViSOR installed in identified offices by Jan 2008 providing information on MAPPA cases.</li> </ul>
F Integrate Domestic Violence agency procedures with MAPPA.	<ul> <li>Delivery plan.</li> <li>Scoping exercise to be completed including integration and GCSP DA strategy. Plan to be produced approved by SMB - November. 2006.</li> </ul>	May 2006. June 2006. November 2006. Dec 2006.	<ul> <li>Resourcing options to be presented to SMB August 2006.</li> <li>As above.</li> </ul>	To have multi-agency action plans in place for 100% of domestic violence cases for managing offenders who pose a high or v. high risk of harm using MAPPA criteria.
G Support and Develop Regional MAPPA Steering Group.	As per Regional MAPPA Plan.	Quarterly progress at SMB.	Meeting attendance and completion of actions identified. Involvement of ACO (interventions).	<ul> <li>Attendance at meetings.</li> <li>Feeding back to Board.</li> <li>Evidence of practice change in line with regional outcome measures.</li> </ul>



# Gloucestershire Strategic Management Board – Business Plan 2006/07

### 2. Monitoring and Evaluation Strategy

STRATEGIC AIM AND OBJECTIVES	DELIVERY PLAN	MILESTONES	RESOURCE	оитсоме
<ul> <li>A (As per circular PC88/2005) Develop monitoring arrangements to support:</li> <li>Publication of Annual Report.</li> <li>Analysis of use of MAPPA risk management thresholds at level 2 &amp; 3.</li> <li>Analysis of MAPPA offenders who commit serious further offences.</li> <li>Analysis of attendance and level of co-operation of agencies contributing to Level 2 &amp; 3 meetings.</li> <li>Analysis of diversity profile of offenders at Level 2 and Level 3.</li> </ul>	Gap analysis.      Systems in place to collect information.	<ul> <li>May 2006 SMB.</li> <li>August of SMB.</li> <li>Oct of SMB.</li> </ul>	<ul> <li>MAPPA Manager/ Detective Sergeant Public Protection.</li> <li>Information Unit resource time to be identified Oct 2006.</li> </ul>	Reports providing information in line with circular PC88/2005.
B Implement Multi-Agency Public Protection performance indicators as per RANSG direction. (National Steering Group).	Gap analysis and implementation.	Within 2 months of receipt.	To be identified.	Meet performance targets.
C Achieve consistency with the National guidelines through the use of National Templates.	Implement new National Templates into practice in this area to support information sharing, referral to MAPPA, minute taking and review processes.	As received during 2006.	MAPPA Manager + identified SMB member.	Consistency and quality of recording improved, templates support case transfer processes as per circular PC88/2005.
D Implement revised Serious Further Offence guidance.	Implement national guidance into local practice.	July 2006.	ACO Performance.	<ol> <li>Evidence that actions arising from learning points have been actioned.</li> <li>Reduction in Serious Further Offences.</li> <li>Report on above to be produced by ACO performance to MAPPA SMB.</li> </ol>



### Gloucestershire Strategic Management Board – Business Plan 2006/07

### 3. Communication and Strategic Partnerships Strategy

	STRATEGIC AIM AND OBJECTIVES	DELIVERY PLAN	MILESTONES	RESOURCE	оитсоме
1	A The Responsible Authority for MAPPA to publish annual report, in consultation with Lay Advisors and SMB to raise public awareness and inform local communities.	Use of guidance issued to MAPPA SMB to ensure consistency of collation of data and adherence to shared process.      Draft SMB Annual reports submitted to Public Protection Licence Recall Unit.      Launch of Annual Report.	<ul><li>March 2006.</li><li>May 2006.</li><li>October 2006.</li></ul>	MAPPA Manager. Publication costs.	• 3 articles published promoting work of MAPPA by March 2007.
В	Develop a comprehensive communication strategy in order to manage public expectation of MAPPA to reduce fear of crime.	<ul> <li>Identify personnel to undertake the task from the responsible authority.</li> <li>Strategy in place.</li> </ul>	<ul><li>July 2006.</li><li>October 06.</li></ul>	<ul> <li>To be identified by responsible authority.</li> <li>Identify resource to monitor effectiveness of arrangements.</li> </ul>	3 articles published promoting work of MAPPA by March 2007.

### 4. Training Strategy

STRATEGIC AIM AND OBJECTIVES	DELIVERY PLAN	MILESTONES	RESOURCE	оитсоме
A Lay SMB advisors to attend training opportunities including regional and national events.	<ul><li>1 Information disseminated in good time and funding made available.</li><li>2 Tasks allocated to Lay Advisors.</li></ul>	As required.	Travel costs. Lay Advisors time.	Lay Advisors contribution to SMB to be measured through feedback at annual review.
B To develop and implement a local training strategy.	Training strategy to be drafted to include use of National Toolkit.	<ul><li>Nov o6.</li><li>Nov o6.</li><li>To be published.</li></ul>	MAPPA Manager plus utilisation of SMB agency resources.	• Implementation plans in place by January 2007.



### Contacts

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 GL<sub>2</sub> 2AN Tel: 0845 0901234

#### **Chief Officer**

Gloucestershire Probation Area Bewick House, 1 Denmark Road, Gloucester GL<sub>1</sub> 3HW Tel: 01452 426250

Contact details for all Victim Support local offices are shown below.

Cheltenham

01242 577476

Cotswold

01285 658350

Forest of Dean

01594 810190

Gloucester

01452 506450

Stroud

01453 751488

Tewkesbury

01684 850448

Crown Court Witness Service

01452 411724

Mags. Court Witness Service

01452 525281

Glos. Domestic Violence Support and Advocacy Project

01452 500115

### Glossary

MAPPA Multi-Agency Public Protection Arrangements

MAPPP Multi-Agency Public Protection Panel

**SMB** Strategic Management Board

**SOPO** Sex Offender Prevention Order

**CO** Chief Officer

**ACO** Assistant Chief Officer

**PPT** Public Protection Team

**ViSOR** Violent and Sex Offender Register

**RANSG** Responsible Authority National Steering Group