

# BEDFORDSHIRE MAPPA 2013-2014 Annual Report





# Intro

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## Multi Agency Work in Bedfordshire

The work of the MAPPA in Bedfordshire is overseen by the Strategic Management Board (SMB) whose members are Senior Managers from all the local agencies that are routinely involved in managing Dangerous Offenders in the county.

The Multi Agency approach to managing high risk offenders is effective because what can be done by professionals working together, far outweighs what each agency can do alone. Bedfordshire SMB is committed to this principle.

During the year there have been far reaching changes to the way Probation services are being delivered in England and Wales. With the creation of the National Probation Service there will be opportunities for greater collaboration both with neighboring Areas and Nationally. However the Protection of the Public remains foremost a local issue and there have been no changes to the local structure of the SMB . During this time of transition the focus of the SMB remains local to Bedfordshire and to protecting the public in Bedfordshire .

The Risk of Harm some offenders present is not something that can always be completely removed but we are committed to doing everything in our power to ensure that all that can be done is done.



**Nigel Trippett**  
**Assistant Chief Constable, Local Policing & Crime**  
**Bedfordshire Police**  
**Chair of Bedfordshire Strategic Management**  
**Board**

# 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 Social Services, Health Trusts, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.
- (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 (i.e. no MAPPA meetings or resources); **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

| <b>MAPPA-eligible offenders on 31 March 2013</b> |  |                                     |   |            |
|--|--|-------------------------------------|---|------------|
|  | Category 1:<br>Registered sex<br>offenders | Category 2:<br>Violent<br>offenders | Category 3:<br>Other dangerous<br>offenders | Total      |
| Level 1  | 447  | 123                                 | -   | 570        |
| Level 2  | 5  | 30                                  | 7   | 42         |
| Level 3  | 0  | 2                                   | 0   | 2          |
| <b>Total</b>                                     | <b>452</b>                                 | <b>155</b>                          | <b>7</b>                                    | <b>614</b> |

| <b>MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)</b> |  |                                     |   |            |
|--|--|-------------------------------------|---|------------|
|  | Category 1:<br>Registered sex<br>offenders | Category 2:<br>Violent<br>offenders | Category 3:<br>Other dangerous<br>offenders | Total      |
| Level 2  | 23   | 64                                  | 12  | 99         |
| Level 3  | 1  | 3                                   | 1   | 5          |
| <b>Total</b>   | <b>24</b>                                  | <b>67</b>                           | <b>13</b>                                   | <b>104</b> |

|  |          |
|--|----------|
| <b>RSOs cautioned or convicted for breach of notification requirements</b> | <b>8</b> |
|--|----------|

| <b>Restrictive orders for Category 1 offenders (see page 5 for definitions)</b> |    |
|---|----|
| <b>SOPOs, NOs &amp; FTOs imposed by the courts</b>                              |    |
| SOPOs   | 40 |
| NOs   | 4  |
| FTOs  | 0  |

| <b>Level 2 and 3 offenders returned to custody</b> |   |  |  |              |
|--|---|--|--|--------------|
|  | <b>Category 1:<br/>Registered sex<br/>offenders</b> | <b>Category 2:<br/>Violent<br/>offenders</b> | <b>Category 3:<br/>Other dangerous<br/>offenders</b> | <b>Total</b> |
| <b>Breach of licence</b>                           |   |  |  |              |
| Level 2  | 6   | 21   | 4  | 31           |
| Level 3  | 0   | 1  | 0  | 1            |
| Total  | 6   | 22   | 4  | 32           |
| <b>Breach of SOPO</b>                              |   |  |  |              |
| Level 2  | 0   | -  | -  | 0            |
| Level 3  | 0   | -  | -  | 0            |
| Total  | 0   | -  | -  | 0            |

|   |           |
|---|-----------|
| <b>Total number of Registered Sexual Offenders per 100,000 population</b> | <b>83</b> |
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# 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 2014 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2013 to 31 March 2014.

**(a) MAPPA-eligible offenders** – there are a number of offenders defined in law as eligible for MAPPA management, because they have committed specified sexual and violent offences or they currently pose a risk of serious harm, although the majority (...% 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 and offenders disqualified from working with children.

**(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 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.

**(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** – 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** – 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.

# MAPPA in Bedfordshire

## Bedfordshire MAPPA and Victims:

The Bedfordshire MAPPA understands that victims can feel that they have a limited say in the Criminal Justice process. The panel understands the importance of having someone at meetings who can represent the views of victims and bring to life their concerns. Bedfordshire MAPPA is always attended by a Victim Liaison Officer when there is contact with the victims. The victims' views are passed on to the MAPPA Panels by the Victim Liaison Officers and these views form a significant part of the MAPPA action plans.

## Bedfordshire Approved Premises

There are two Approved Premises in Bedfordshire where MAPPA subjects are often accommodated on release from custody. Approved Premises are staffed 24 hours a day. The hostels are able to closely monitor and support MAPPA subjects and they provide a stepping-stone from living in prison to being in independent accommodation.

## The views of a range of professionals who are regularly involved in Bedfordshire MAPPA:

**"My role within the MAPPA process is to provide administrative services from the point of a case being referred to the MAPPA, to producing sets of minutes from meetings of the MAPPA Panel. This involves receiving referrals, scheduling meetings, issuing invitations, requesting reports and attending meetings. In order to do this, I liaise regularly with representatives from Probation, Police, Prison Service, Social Services, Housing, Mental Health Services and any other agency whose expertise is required in order to manage high/very high risk offenders within the community. Although there is a core set of Panel members who attend every meeting, there are other agencies who are invited to attend for specific cases only, dependent upon the needs of**

**any particular case. In short, the administrative support I provide underpins the work of the Panel which is to ensure that individuals discussed within the MAPPA are safely managed within the community".**

MAPPA Administrator, Bedfordshire

**"Working as part of a Multi Agency Public Protection Team has helped me with my work in many different ways. Through registration some offenders have been better able to recognise the seriousness of their offences and improved their understanding of why other agencies are working with them and or their families. As an Officer it has made me feel more supported in my practise and aided my decision making through accessing additional information and services from other professionals. The Multi Agency panel is able to draw upon it's vast experience to bring more ideas and initiatives to aid practice with very high risk offenders. It has also enhanced working relationships between professionals and agencies, raising awareness and insight into the practices and resources of others. as well as a sense of sharing in the responsibility for public protection".**

Probation Officer, National Probation Service, Bedfordshire

**"I attend all MAPPA meetings to represent Children's Social Care – I am the Local Authority Designated Officer and Conference Chair and am based in the Conference and Review Service. For those cases being discussed at MAPPA where there is active Social Care involvement the Social Worker and Team Manager should also attend, but for those cases where there has been historical Social Care involvement I am able to provide a summary of that involvement. For those cases where there has been no social care involvement I am able to provide a social work perspective on safeguarding and risk.**

**I believe that it is important that there is one person who attends regularly as this creates the opportunity to build relationships and provides a single point of contact within the organisation. As a qualified and experienced Social Worker in a role which does not have case responsibility I have been able to identify safeguarding concerns and escalate issues when needed".**

Bedford Social Care

# MAPPA in Bedfordshire

## MAPPA successes:

- **Regional Cooperation:** Although the Probation Service is now National, Bedfordshire continues to have close links with the areas within its immediate region. There are arrangements within the region that ensure everything possible is done to find an appropriate placement for MAPPA subjects, should there be a need to place MAPPA subjects out of Area.
- **Close Working with Youth Offending Service (YOS):** Bedfordshire MAPPA takes referrals on young people from the Youth Offending Services within the county. The management of dangerous young offenders involved in street gangs has been a significant feature of the work this year.

## MAPPA in practice:

### Case Study One:

Mr. A is a 20 year old man convicted of possession of firearms. He received a 5 year sentence when he was 17 years old. At the time he committed the offence he was involved with street gangs and he was believed to be a person who would carry and hide guns for others involved in conflict between rival gangs. Prior to his release from custody Mr. A had been involved in conflict between rival gangs whilst in prison. He told his Probation Officer that he believed that he could not avoid crime if he was going to be released to his home area. Prior to his release he had convinced his family that he was serious about changing his life and ceasing his involvement with gangs. His family had moved out of area and he was placed in Approved Premises out of the area and near to where his family had moved. After a period in the Approved Premises where he was closely monitored and restricted from returning to his previous home area, he was allowed to return to his family home.

His family were able to find him employment, he has not returned to his home area to date and there are no reports of him having been involved in gangs since his release from Custody.

### Case Study two:

Mr. G had served a long sentence for rape offences against a work colleague. He had refused to accept that he had committed the offence and had not completed any programme designed to address his offending behaviour. On release from custody he was placed in an Approved Premise with strict reporting conditions and exclusion zones, plus a condition to advise his Probation Officer of any developing relationships. Mr. G continued to deny his offences and was hostile to Probation staff and Police when they challenged his denial of the offences. After a period of 4 months or so residing at the Approved Premise, staff became suspicious that he was having contact with a woman who was not aware of his offences. On one occasion a car was seen dropping Mr. G off near the Approved Premise. Police were able to find the owner of the car who admitted that she was in a relationship with Mr. G, and told Police that he had said he had been in prison for burglary. Mr. G was recalled to Prison for not keeping the conditions of his licence and he is now clear that Probation and MAPPA will not support his re release, unless he is prepared to address his offending by attending the relevant groups in Custody.

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**Bedfordshire**  
Probation Trust

