



Multi Agency Public Protection Arrangements

WILTSHIRE



Annual Report 2018-2019

Intro

I am pleased to introduce my first annual report as MAPPA Strategic Management Board (SMB) Chair for Wiltshire, having taken over from ACC Gavin Williams in July 2019. The Multi-Agency Public Protection Arrangements that operate throughout the United Kingdom have a world-leading reputation in the management of high risk offenders. In this area Wiltshire Police, National Probation Service and HM Prisons, together with the Duty to Co-operate Agencies, have continued to work together over the past year to prevent crime and protect the public.

MAPPA is the process through which the Police, National Probation Service and Prison Service, known collectively as the Responsible Authority, work together with other agencies to manage the risks posed by violent and sexual offenders. MAPPA is not a statutory body, but a mechanism through which agencies can better discharge their statutory responsibilities and protect the public in a co-ordinated manner.

The purpose of this report is to provide information regarding the work of Wiltshire MAPPA and provide assurances to the public that processes are in place to appropriately manage the risk posed by the most complex cases in society. These are a collaborative approach by the Responsible Authorities and the Duty to Cooperate Agencies to assess risk of serious harm and in response to this formulate effective risk management plans. We do not report on individual cases nor comment on specific actions by individual agencies; however, this report aims to provide an overview of the work carried out under the MAPPA arrangements in Wiltshire.

These arrangements are overseen by the MAPPA Strategic Management Board which consists of representatives from the three Responsible Authorities including the National Probation Service, Wiltshire Constabulary and Her Majesty's Prison Service, two Lay Advisors and representatives from the following Duty to Cooperate Agencies:

- Swindon Borough Council – inclusive of:
 - Housing Department
 - Children's Services
 - Adult Social Care
- Wiltshire Council – Inclusive of:
 - Housing Department
 - Children's Services
 - Adult Social Care
- Swindon and Wiltshire Youth Offending Teams
- Avon & Wiltshire Mental Health Partnership Trust
- The Department of Works & Pensions
- Wiltshire and Swindon Clinical Commissioning Groups (CCG's)

The role of the SMB is to monitor the effectiveness of local MAPPA arrangements and ensure that each agency is

held to account in ensure they deliver in the duties to protect the public. The aims of the SMB are:

- To ensure that victims remain at the centre of local MAPPA arrangements
- To maintain effective multi-agency arrangements to manage the risks posed by sexual and violent offenders
- To ensure that information is shared in order to protect the public
- To make improvements where weaknesses are identified
- To ensure that local MAPPA arrangements are transparent and accountable

The SMB meets quarterly to review the annual business plan objectives. I attended my first SMB meeting as chair on 19/07/2019 and was struck by the dedication and commitment of the various agencies in contributing to the local MAPPA arrangements at both strategic and operational levels. As chair of the SMB I am keen to monitor MAPPA processes and embed a culture of continuous professional development. There has been a significant increase in attendance across level 2 meetings over the last year and this has enabled the implementation of effective risk management plans across the county.

During the past year working practices have changed to ensure more effective delivery of public protection arrangements. These practices will be discussed later in the report.

In Wiltshire we continue to demonstrate enthusiasm and commitment to MAPPA arrangements, ensuring that risk is kept to a minimum and that public safety remains our priority. Over the next year we will continue to support MAPPA to deliver high standards of service to the communities of Wiltshire and Swindon in managing complex and high-risk offenders in the community. I would like to thank all of the partnership agencies for their continued support and contribution to Wiltshire MAPPA arrangements over the past year.

ACC Mark Cooper

Wiltshire Constabulary

What is MAPPA?

MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders (MAPPA-eligible offenders) under the provisions of sections 325 to 327B of the Criminal Justice Act 2003.

They bring together the Police, Probation and Prison Services in each of the 42 Areas in England and Wales into what is known as the MAPPA Responsible Authority.

A number of other agencies are under a Duty to Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Services, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.

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 DTC agencies.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA offenders who act as independent, yet informed, observers; able to pose questions which the professionals closely involved in the work might not think of asking. They also bring to the SMB their understanding and perspective of the local community (where they must reside and have strong links).

How MAPPA works

MAPPA-eligible offenders are identified and information about them is shared between agencies to inform the risk assessments and risk management plans of those managing or supervising them.

That is as far as MAPPA extend in the majority of cases, but some cases require structured multi-agency management. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.

There are 3 categories of MAPPA-eligible offender:

- **Category 1** - registered sexual offenders;
- **Category 2** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; and
- **Category 3** – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm.

There are three levels of management to ensure that resources are focused where they are most needed; generally those presenting the higher risks of serious harm.

- **Level 1** is where the offender is managed by the lead agency with information exchange and multi-agency support as required but without formal MAPPA meetings;
- **Level 2** is where formal MAPPA meetings are required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level at MAPPA meetings.

MAPPA are supported by ViSOR. This is a national IT system to assist in the management of offenders who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when high risk offenders move, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system for the first time, improving the quality and timeliness of risk assessments and interventions to prevent offending.

All MAPPA reports from England and Wales are published online at: www.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2019				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	682	183	-	865
Level 2	3	0	6	9
Level 3	0	0	0	0
Total	685	183	6	874

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	22	23	26	71
Level 3	0	1	0	1
Total	22	24	26	72

RSOs cautioned or convicted for breach of notification requirements	8
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RSOs who have had their life time notification revoked on application	7
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	53
SHPO with foreign travel restriction	0
NOs	1

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	1
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Level 2 and 3 offenders returned to custody				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	2	3	3	8
Level 3	0	1	0	1
Total	2	4	3	9
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	108
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This figure has been calculated using the Mid-2018 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics, excluding those aged less than ten years of age.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2019 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2018 to 31 March 2019.

(a) MAPPA-eligible offenders – there are a number of offenders defined in law as eligible for MAPPA management, because they have committed specified sexual and violent offences or they currently pose a risk of serious harm, although the majority are actually managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

(b) Registered Sexual Offenders (RSOs) – those who are required to notify the police of their name, address and other personal details and to notify of any subsequent changes (this is known as the “notification requirement.”) These offenders are assessed and managed by the police. They may also be managed by probation or health services if they are subject to licence or a hospital order. Failure to comply with the notification requirement is a criminal offence that carries a maximum penalty of 5 years’ imprisonment.

(c) Violent Offenders – this category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for registration. These offenders are assessed and managed by the National Probation Service, Youth Offending Team or Mental Health Services.

(d) Other Dangerous Offenders – offenders who do not qualify under the other two MAPPA-eligible categories, but who currently pose a risk of serious harm which requires management via MAPPA

meetings. These offenders are assessed and managed by whichever agency has the primary responsibility for them.

(e) Breach of licence – offenders released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If these conditions are not complied with, breach action will be taken and the offender may be recalled to prison.

(f) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction). Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders. They are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. They requires the offender to notify their details to the police (as set out in Part 2 of the 2003 Act) for the duration of the order.

The court must be satisfied that an order is necessary to protect the public (or any particular members of the public) in the UK, or children or vulnerable adults (or any particular children or vulnerable adults) abroad, from sexual harm from the offender. In the case of an order made on a free standing application by a chief officer or the National Crime Agency (NCA), the chief officer/NCA must be able to show that the offender has acted in such a way since their conviction as to make the order necessary.

The minimum duration for a full order is five years. The lower age limit is 10, which is the age of criminal responsibility, but where the defendant is under the age of 18 an application for an order should only be considered exceptionally.

(g) Notification Order – this requires sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court

for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.

(h) Sexual Risk Order (including any additional foreign travel restriction)

The Sexual Risk Order (SRO) replaced the Risk of Sexual Harm Order (RoSHO) and may be made in relation to a person without a conviction for a sexual or violent offence (or any other offence), but who poses a risk of sexual harm.

The SRO may be made at the magistrates' court on application by the police or NCA where an individual has committed an act of a sexual nature and the court is satisfied that the person poses a risk of harm to the public in the UK or children or vulnerable adults overseas.

A SRO may prohibit the person from doing anything described in it, including travel overseas. Any prohibition must be necessary to protect the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

An individual subject to an SRO is required to notify the police of their name and home address within three days of the order being made and also to notify any changes to this information within three days.

A SRO can last for a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed).

The criminal standard of proof continues to apply. The person concerned is able to appeal against the making of the order and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

A breach of a SRO is a criminal offence punishable by a maximum of five years' imprisonment. Where an individual breaches their SRO, they will become subject to full notification requirements.

Individuals made subject of a SRO are now recorded on VISOR as a Potentially Dangerous Person (PDP).

(i) Lifetime notification requirements revoked on application

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place that allows qualifying sex offenders to apply for a review of their notification requirements. Persons do not come off the register automatically. Qualifying offenders may submit an application to the police to review their indefinite notification requirements. The police review the application and decide whether to revoke the notification requirements. This decision is made at the rank of Superintendent. Those who continue to pose a significant risk will remain on the register for life, if necessary.

Individuals will only become eligible to seek a review once they have been subject to indefinite notification requirements for a period of at least 15 years for adults and 8 years for juveniles. This applied from 1 September 2012 for adult offenders.

Local page

The 2017-2018 business year has brought about its challenges and achievements. The challenges have involved an increase in case referrals to level 2 over the year. This has placed considerable demand upon the MAPPA unit, particularly the MAPPA administrator, who has demonstrated resilience and excellent organisational skills to ensure that effective arrangements are maintained.

The 2017-2018 Business year saw the departure of ACC Gavin Williams and the arrival of ACC Mark Cooper as MAPPA SMB chair. I would like to thank ACC Williams for his support for Wiltshire MAPPA arrangements and I wish him well in his new role.

The MAPPA unit has seen the arrival of DC Julia Dickson as MAPPA safeguarding officer. DC Dickson has made an immediate impact in the management of MAPPA cases from a policing perspective. She brings with her vast experience and knowledge. Her proactive approach has seen the establishment of effective working relationships with partners, including local NPS teams. Her expertise and enthusiasm for the role has already had a positive impact and I look forward to working with her in the next business year.

There have been changes in the delivery of MAPPA arrangements, including a change of chairing model for level 2 meetings. The introduction of Senior Probation Officers as level 2 chairs for cases whereby the NPS is the lead agency has provided resilience across the MAPPA unit and has provided operational expertise to NPS managed cases.

Another positive change to MAPPA arrangements has been the review of level 2 processes, taking into account the needs of the Duty to Co-operate agencies. This has enabled more focused meetings with specialist panel members to ensure resources are deployed effectively. This provides agencies with the opportunity to focus on the cases where they provide an integral role to risk management.

Wiltshire MAPPA remains pragmatic about the challenges which are met by our partner agencies and recognises that there will always be further areas for improvement. We are committed to ensuring the quality of our work is monitored and that changes to practice are implemented at the earliest opportunity. This practice has been monitored by two MAPPA audits which have been undertaken by representatives from a number of Duty to Co-operate agencies. The results have continued to demonstrate effective practice with the majority of cases being managed well or well overall. During the next business year audits will become more focussed and will concentrate on themes which are relevant to local MAPPA arrangements.

As mentioned, the last business year has seen an increase in referrals to level 2 and level 3 MAPPA management. This has had an increase in demand upon all agencies, particularly as a result of the increase in meetings. The demand has been met by all partners and is evidence of the dedication and commitment to local MAPPA arrangements. This level of support has ensured that effective multi-agency risk management plans have been implemented and risks mitigated in a number of cases. I would like to thank the ongoing support from each Responsible Authority and Duty to Co-operate agencies in their continued support.

The Business Plan in Wiltshire was implemented for a two-year period from 2018 until 2020. There has been considerable progress made towards achieving the objectives during the first year. The focus for the second year will be on implementing regular Chairs' Forums in order to share and evaluate practice and to ensure that recommendations from quality assurance work is implemented. This, in turn, will enhance risk management and provide evidence of review local practices.

A significant area of work this year has been on delivery MAPPA briefings to local agencies which has seen an increased awareness into the work being done to protect the public and to promote engagement from staff working with offenders and victims to ensure that interventions are coordinated and targeted. This has involved briefings to Adult Safeguarding, local Youth Offending Teams, MOSOVO units, the Offender Management Unit at HMP Erlestoke and local Probation Offender Management Teams. This will be developed in 2019-2020 to ensure all agencies are captured.

The key objectives for 2018-2020 are as follows:

- To increase engagement with partners, including the development of stronger collaborative relationships.
- Improve information sharing across all agencies, including the increase use of VISOR.
- To implement a more streamlined process for capturing learning from serious further offending.
- ARMS assessments to be completed on all registered sex offenders and for a Risk Management Plan that addresses their priority areas.
- For all high and very high risk offenders to be safely and appropriately housed.

Ruth Lumber, MAPPA Coordinator

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