



Multi Agency Public Protection Arrangements

WILTSHIRE 2019-2020



Annual Report

Intro

Wiltshire MAPPA are pleased to present the MAPPA Annual Report 2019/2020. 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 aim of this report is to provide an overview of MAPPA arrangements within Wiltshire over the last year in order to provide assurances to the public that there are effective processes in place to manage the risk of serious harm that offenders poses within the local area. We will not comment on specific cases or work by individual agencies.

Within Wiltshire the Responsible Authorities are made up of Wiltshire Police, the National Probation Service and Her Majesty's Prison Service. These agencies are supported by the following Duty to Cooperate Agencies:

- Swindon Borough Council
 - 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

- NHS Bath and North East Somerset, Swindon and Wiltshire Clinical Commissioning Group (BSW CCG)

The Strategic Management Board (SMB) is responsible for monitoring the effectiveness of MAPPA processes by reviewing its quality and effectiveness and implementing any necessary changes in response to local initiatives and priorities. The auditing process allows the board to monitor progress and to review the effectiveness of MAPPA arrangements. These processes are arranged by the MAPPA Coordinator and are undertaken with representations from a number of agencies to ensure there is a holistic and multi-agency approach towards auditing. Our Lay Advisors play a vital role in ensuring that the board is held to account and provides a "critical friend" to ensure the practice is evaluated and in line with guidance.

Over the next year we aim to evolve MAPPA arrangements further by producing a 3-year business plan in order to continue to evidence continuous professional development. We are dedicated to ensuring that MAPPA arrangements remain a priority within Wiltshire and keep local communities safe by maintaining effective practice in the risk management of offenders.

ACC Mark Cooper

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 2020				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	707	194	-	901
Level 2	0	0	7	7
Level 3	0	0	0	0
Total	707	194	7	908

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	20	16	29	65
Level 3	1	2	1	4
Total	21	18	30	69

RSOs cautioned or convicted for breach of notification requirements	13
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RSOs who have had their life time notification revoked on application	14
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	50
SHPO with foreign travel restriction	0
NOs	0

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	1	0	2	3
Level 3	0	0	0	0
Total	1	0	2	3
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	111
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This figure has been calculated using the Mid-2019 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 2020 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2019 to 31 March 2020.

(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 require 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

Departures and Introductions:

The 2019-2020 business year has brought about some changes to the MAPPA SMB. We saw the departure of a number of long-standing members of the board including, Sonja Leith, Head of Crime Prevention Wiltshire Police, Inspector Doug Downing, Offender Management Unit Wiltshire Police, Lucy Townsend, Children's Services and Sally Cook, DWP. I would like to take this opportunity to thank you to these individuals for their ongoing support to MAPPA arrangements over the past few years and wish them well in the future.

We have welcomed the following individuals to Wiltshire MAPPA SMB: Inspector Guy Williams, Superintendent Ben Mant, Wiltshire Police, Ian Gardner, DWP and Martin Davis, Children's Services. These individuals bring a wealth of knowledge and experience and I look forward to working with them over the next year.

Business Plan 2018-2020:

It has been a busy year for Wiltshire MAPPA arrangements and the unit has worked well in response. Attendance at meetings has improved and key performance indicators demonstrate a consistent level of practice within the area. This year saw the responsibility of chairing meetings return to the MAPPA Coordinator. This allows for consistency amongst chairing of meetings in Wiltshire, with resilience being offered from Senior Probation Officers and police Inspectors.

Continuous professional development has been monitored and maintained. Multi-agency auditing events have continued with the emphasis on providing feedback to the SMB that meetings are reviewed and areas for improvement are identified and addressed. Lessons identified are kept under review and are regularly reported to the SMB in order to promote transparency amongst the board. There is always good attendance at these events, supported by our Lay Advisors, and I would like to that everyone for their continued contribution.

As MAPPA Coordinator I have continued with my timetable of MAPPA briefings to both Responsible Authorities and Duty to Co-operate agencies to ensure that agencies are briefed on new changes to guidance and aware of the statutory expectations upon them. In the next year I aim to broaden these briefings and to organise a MAPPA conference to bring partners together in a networking event.

The MAPPA business plan came to an end this year, with a new business plan being developed. The nature of the work by MAPPA processes relies on a flexible response to local issues which I will continue to

promote. We have seen the development of close working relationships with our Gloucestershire MAPPA colleagues which has provided the opportunity to use peer to peer auditing and consultation on thresholding for level 2 referrals. This work has been invaluable, and I look forward to continuing with this during the next year.

The key objectives for the next business year will be:

- To increase engagement with partners, including the development of stronger collaborative relationships & defined expectations on all sides
- To embed a culture of continuous professional development amongst Wiltshire MAPPA arrangements.
- For all Registered Sex Offenders to have a current ARMS assessment that reflects their current situation and a Risk Management Plan that addresses their priority areas.
- To ensure that Level 1 cases are managed according to MAPPA Best Practice guidance, and be confident that all cases requiring management at Level 2 or 3 are referred
- To encourage offenders to more readily engage with their own risk management
- To improve information-sharing within and between agencies including increased use of VISOR.
- For all high and very high risk offenders to have housing issues identified and addressed as part of the risk management plan.

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Mappa Coordinator

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National
Probation
Service

