

Wiltshire and Swindon MAPPA



Annual Report 2010-11



Intro

“The Strategic Management Board will work with all co-operating agencies in a spirit of trust and accountability to provide positive leadership and direction to Multi-Agency Public Protection Arrangements (MAPPA) for the effective delivery of public protection to make Wiltshire and Swindon the safest county in the country”

The Annual MAPPA Report provides us with a welcome opportunity to present evidence of the successful work undertaken by the MAPPA in keeping Wiltshire & Swindon communities safe.

Protecting the public from violent and sexual crime continues to be one of the highest priorities across Wiltshire and Swindon. The work jointly undertaken through the MAPPA to manage persons convicted of such offences is vitally important as these crimes greatly affect the lives of victims, their families and friends and can in turn cause fear in our local communities.

Whilst it is never possible to eliminate risk entirely, the aim of MAPPA is to make sure all reasonable steps are taken to reduce the risk of further harm to the public from known serious offenders. Overall, Wiltshire and Swindon crime figures and the MAPPA statistics reported over the last year endorse that our work helps to make this area amongst the safest in the country.

MAPPA work does not stand still and continues to be developed each year both in response to legislation and local needs. This has brought new agencies into MAPPA and redefined the responsibilities of others.

We are pleased to report that at a time of financial constraint the allocation of resources to MAPPA business has been maintained by both the responsible authority and the local authority and the local authorities.

**Brian Moore, Chief Constable, Wiltshire Police
Diana Fulbrook, Chief Executive, Wiltshire Probation Trust
Andy Rogers, Governor, HMP Erlestoke**

What is MAPPA?

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, Job Centre 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

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2011				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	406	95	-	501
Level 2	7	3	0	10
Level 3	0	0	0	0
Total	413	98	0	511

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	17	20	25	62
Level 3	0	0	0	0
Total	17	20	25	62

RSOs cautioned or convicted for breach of notification requirements	5
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Restrictive orders for Category 1 offenders	
SOPOs, NOs & FTOs imposed by the courts	
SOPOs	19
NOs	0
FTOs	1

Level 2 and 3 offenders returned to custody for breach of licence or sent to custody for breach of SOPO				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	1	5	0	6
Level 3	0	0	0	0
Total	1	5	0	6
Breach of SOPO				
Level 2	1	-	-	1
Level 3	0	-	-	0
Total	1	-	-	1

Total number of Registered Sexual Offenders per 100,000 population

71

This figure has been calculated using the 2010 Mid-Year Population Estimate published by the Office for National Statistics on 30 June 2011, 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 2011 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2010 to 31 March 2011.

(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 (94% 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.

Local page

Structure

The Police, Probation and Prison Services are the core of the “Responsible Authority” for the MAPPA. On practical case management they work with other agencies to share information and assessments, decide on risk individuals pose, meet to share plans and review actions. Other active partners are:

- Swindon Borough Council, Departments of: Health and Social Care; Housing: Adult Services.
- Wiltshire and Swindon Councils departments responsible for work with Children, Adult Care and for Housing
- NHS Wiltshire; NHS Swindon; Avon and Wiltshire Mental Health Partnership NHS Trust.
- Stonham Housing Association. Other Registered Social Landlords and Housing Associations
- Wiltshire Youth Offending Service. Swindon Youth Offending Team
- Jobcentre Plus
- Group Four Services.

2010/11 Activity

The Memorandum of Understanding under which the agencies who are partners to the MAPPA process operate have been reviewed.

The Strategic Management Board under the chairmanship of senior police staff has re-considered its terms of reference and tiers of management and reduced its sub-groups.

The staff numbers of those employed solely on MAPPA work have been maintained with support as required from Police and Probation. Financing of MAPPA has come chiefly from Police and Probation, with the local authorities of Wiltshire Council and Swindon Borough Council as well as Wiltshire and Swindon PCTs making additional important financial contributions.

Local safeguarding liaison arrangements for children, adults and with domestic violence cases have been maintained.

Operationally arrangements in Wiltshire and Swindon have been maintained but streamlined to suit the reduced demand for level 2 and 3 cases. To be more cost effective, meetings are held on fewer days and in fewer venues. The meeting rooms now have telephone conference facilities and information is increasingly shared by secure e-mail.

Changing legislation has provided new options for the management of offenders. For instance over this last year, the Child Sex Offender Disclosure Scheme has enabled carers to check with the police on people who could harm children.

The use of the ViSOR database across the Prisons' and Probation Services has been extended to speed information exchange and, through centralisation of records, to allow more useful analysis of current status and trends in the offender groups with which we work.

Short focused training has been delivered to practitioners on how to understand the opportunities presented by, and get the best value out of, MAPPA.

Plans for the coming year.

One of the main challenges for a local MAPPA area is to maintain the formal strategic and operational involvement of agencies which are re-organising for financial as well as service related motives while being responsive to national and local demands.

The SMB therefore seeks to continue to operate effectively while recognising the constraints of the agencies of which it is constituted.

There will be an updated set of MAPPA Guidance which will be implemented.

The new set of MAPPA forms as issued by the Ministry of Justice will be adopted for use by all agencies.

Recent guidance on the strengthening of the information exchange with Job Centre Plus will help to ensure those who present an identified risk to children or the vulnerable are identified so that they are not given work with them.

Audits of both MAPPA L2/3 meetings and minutes will be undertaken, using a nationally approved format, to identify areas for improvement.

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