

Wiltshire and Swindon MAPPA

Annual Report



Intro

We are pleased to present the MAPPA Report for 2014 - 2015. 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.

Responsible Authorities:

- Wiltshire Police
- National Probation Service
- Her Majesty's Prison Service

Duty to Co-operate 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 & Wiltshire Youth Offending Service
- Avon & Wiltshire Mental Health Partnership Trust
- Circles of Support and Accountability South West
- The Department of Works & Pensions

It has been another effective year for the multi-agency public protection arrangements, MAPPA. The arrangements have continued to demonstrate strong collaborations across agencies in the criminal justice system – led by police, prisons and probation – working together to reduce the risk to the public posed by sexual and violent offenders.

Important in this process are the monthly meetings across Wiltshire which plan for that smaller group of offenders who are assessed as posing a higher risk and need to be managed jointly by the agencies signed up to MAPPA.

Drawing up detailed plans, allocating tasks to individual staff within agencies, sharing plans with those who are in the best position to protect potential victims and the public, subsequently checking on progress and assigning more tasks, involves time, energy and commitment over many months and sometimes years.

Encouragingly, in 2014-15 none of the offenders jointly managed through MAPPA committed a further serious offence. While this extends the record of excellence that we have been able to report in previous years, we need to be measured in our response to this. Offenders remain at risk of re-offending and risk cannot be fully eliminated. It is recognised that although violent and sexual offending makes up only a small percentage of all crime in Wiltshire and Swindon the harm caused by such offending is considerable to victims, their families and to communities. The local population including those who have had the misfortune to be victims of crime have a right to feel protected and safe. Whilst it is never possible to eradicate risk entirely, MAPPA is designed to bring agencies together to help manage that risk and keep it to a minimum.

We continue to harness the enthusiasm and commitment of staff to keep this risk to a minimum and ensure that public safety remains our priority.

This year's report identifies that even in a time of reducing resources right across the public sector, targeted work with serious offenders has provided for public safety. The work of MAPPA ensures that there are Approved Premises available for high risk of harm offenders who are leaving prison and that specific work is undertaken with them on problem behaviour and attitudes with closer monitoring of their activities and, when required, the sanction of recalls into custody. This supports a safer community and fewer victims.

Over the next year we will continue to support MAPPA to deliver a high standard of service to the people of Wiltshire and Swindon maintaining our practice and effectiveness to keep our communities safe.



ACC Paul Mills
Wiltshire Police



Angela Cossins
NPS South West, South Central



Steve Hodson
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, 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 focussed 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 organizations' 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.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2015				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	531	137	-	668
Level 2	10	4	5	19
Level 3	0	1	1	2
Total	541	142	6	689

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	24	15	29	68
Level 3	1	2	1	4
Total	25	17	30	72

RSOs cautioned or convicted for breach of notification requirements	21
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Restrictive orders for Category 1 offenders	
SOPOs, NOs & FTOs imposed by the courts	
SOPOs	39
NOs	1
FTOs	1

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	3	2	0	5
Level 3	0	0	0	0
Total	3	2	0	5
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	88
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This figure has been calculated using the Mid-2014 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 on 25 June 2015, 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 2015 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2014 to 31 March 2015.

(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 (97% 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.

(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 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

MAPPA in Wiltshire.

The Swindon and Wiltshire Strategic Management Board is the means by which the Responsible Authority (RA) fulfils its duties under section 326 of the CJA 2003 to “keep the arrangements under review with a view to monitoring their effectiveness and making any changes to them that appear necessary or expedient”.

The SMB is responsible for managing MAPPA activity in its area. This includes reviewing operations for quality and effectiveness and planning how to accommodate any changes as a result of legislative changes, national guidance or wider criminal justice changes. The Secretary of State retains the power to issue guidance to the RA on the discharge of its functions under MAPPA. The SMB are responsible for the implementation of the MAPPA guidance in their area, in line with local initiatives and priorities.

The effective operation of Wiltshire and Swindon MAPPA SMB requires:

- A protocol and memoranda of understanding which formalise which agencies will be represented on the SMB and sets out the role of the different agencies within the SMB.
- An annual MAPPA Business Plan to be produced in accordance with the Responsible Authority National Steering Group Business Plan.
- Data collected as required to populate the MAPPA Annual Report and national MAPPA statistics.
- The MAPPA Annual report is prepared and published in accordance with instructions from the Offender Management and Public Protection Group.
- MAPPA operations are consistent with the national MAPPA Guidance, issued on behalf of the Secretary of State. The SMB must approve and record any departures from this Guidance.
- Cases which require a MAPPA Serious Case Review are identified and a review is carried out in qualifying cases, in accordance with the MAPPA guidance.
- The SMB produces an annual communication and media strategy plan.
- Effective monitoring and evaluation of MAPPA operations enables the SMB to know that MAPP arrangements within its area are working well.
- The SMB develops an Information-Sharing Agreement to regulate the sharing of information with other agencies under MAPPA.
- The Responsible Authority can demonstrate, through the records maintained by its agencies, that cases managed under MAPPA meet the defensibility test, i.e. everything which reasonably could have been done, was done, to manage the risk of harm presented by offenders and to prevent them from re-offending.
- ViSOR is populated and used in accordance with the relevant agencies' agreed business models and ViSOR National Standards.
- There is effective liaison and operational work with other public protection bodies, for example, local Safeguarding Children Boards, Crime and Disorder Reduction Partnerships; Local Criminal Justice Boards, local Safeguarding Adults Boards, and Multi-Agency Risk Assessment Conferences (MARACs).
- The training and development needs of those working in MAPPA are met.
- The work of MAPPA is promoted as appropriate in the local area.

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We continue to hold 4 Level 2 meetings per month across the county and cases that remain subject to the arrangements are reviewed every 3 months. Any Level 3 cases are reviewed at least every two months. Attendance is aided by a telephone conference facility which works well in cross border cases and supports better representation by HMPS. The involvement of the Victim Liaison Officers ensures we maintain a focus on victim needs and represents the voice of the victim at meetings.

Disclosure is considered at all MAPPA meetings to ensure information is shared appropriately with the intention of protecting public and safeguarding children and vulnerable adults. The MAPPA team must consider if disclosure is necessary, proportionate, and justifiable and how it will be achieved if it is agreed. The process must be based on guidance and existing legislation.

Earlier in 2015, we organised a MAPPA seminar inviting staff from all the Responsible Authority and Duty to Cooperate agencies to inform on practice and developments within MAPPA. The speakers were:
Alison Minch – Wiltshire and Swindon MAPPA coordinator and Victim Liaison Manager introduced the event and provided an overview of MAPPA.

Gareth Hale - ViSOR and MAPPA development manager from NOMS OMPPG (Offender Management and Public Protection Group) discussed MAPPA & ViSOR (Violent and Sex Offender Register) issues for Prisons and Probation.

Katie Turner – Probation Counter Terrorism Lead for NPS SWSC presented on the PREVENT agenda in relation to extremism and counter terrorism and links with MAPPA.

Paul Hacker – DI Wiltshire Police PPU provided an overview of the work of the PPU (Public Protection Unit) and the new legislation relating to sexual risk orders.

Amanda Murray, Area Manager for Wiltshire and Gloucestershire NPS ended the day with a presentation on Learning the Lessons from Serious Further Offences, Domestic Homicide reviews and Serious Case Reviews.

The evaluation from attendees was largely positive and we hope to repeat the event annually and to gain a wider audience from all agencies. It would be particularly useful to forge stronger links with health services and adult social care services and provide training for GP's and Social Workers across Wiltshire in the year ahead.



Amanda Murray
Area Manager, NPS Wiltshire & Gloucestershire



Kate Turner
Probation Counter Terrorism Lead for NPS SWSC



Gareth Hale
NOMS OMPPG



Alison Minch
Wiltshire & Swindon MAPPA Co-ordinator

Alison Minch is currently involved in a National MAPPA and Mental Health task and finish group which has drawn out useful information, learning and development which will be utilised locally. The aim of this work is to provide a clearer process for the management of restricted patients. Alison is involved in a National MAPPA eligibility review underway by the Responsible Authority National Steering Group (RANSNG) on behalf of National Offender Management Service (NOMS). This includes a review of current criteria for an offender to be managed under MAPPA as set out in guidance and legislation to consider if it remains fit for purpose. The review will include links to organised and serious crime and extremism. It is likely to be a complex process as any changes in statute require primary legislation.

Matt Tayler – OMU (Offender Management Unit) Manager – HMP Erlestoke – reports on public protection work and supporting MAPPA that is currently being undertaken at HMP Erlestoke.

Support of MAPPA from custody is a key priority for staff at HMP Erlestoke. There is a team of 10 Offender Supervisors (OS) and 5 Case Administrators (CA) who support with this. The work involved includes:

- Liaising with the Police Liaison Officer to ensure that close links are maintained with the police.
- Contributing to and hosting Monthly IRMT (Interdepartmental risk management team) and Pathfinders meetings (counter terrorism) which involve partnership agencies.
- Communication with the Offender Manager 8 months prior to release to notify them that confirmation is required regarding the MAPPA level.
- MAPPA meeting requests are logged on the database and the Case Administrator reminds the Offender Supervisor of the meeting and ensures that the MAPPA F report is provided if they are unable to attend the MAPPA meeting.

- The OMU also works with other agencies (social services, Barnados, the police) on issues such as Child contact, victim issues and harassment.
- Offenders are able to access interventions such as Alcohol Related Violence (ARV), Self-Change Programme (SCP), Thinking Skills and Resolve, all with the aim of addressing offending behaviour.
- In the last year staff in OMU (Offender Management Unit) has also worked with the Fire Service to complete work with an offender around the risks associated with Fire Setting.

Emma Lewis – Senior Probation Officer – National Probation Service – Wiltshire reports on the work of the Probation Service and MAPPA.

There have been challenging times for all staff within the Probation Service due to the Transforming Rehabilitation agenda which has seen probation service delivery split between the public and private sectors. However, the commitment of all staff to engaging with service users, managing risk and protecting the public has remained at the forefront. Whilst managing new systems and new ways of working, Probation Officers within the National Probation Service have continued working with a 'business as usual' attitude, utilising the MAPP arrangements to ensure robust risk management of high risk offenders.

An example of this work is Case A:

A was referred into MAPPA due to concerns around his persistent violent behaviour and breaches of bail towards an intimate partner. This case is an excellent example of multi-agency working encompassing a number of different agencies in order to undertake a joined up approach to managing the risks that A presented, in particular to his young, female partner with whom he has children. This case has involved a number of different agencies including the National Probation Service, Children and Families, MARAC and Wiltshire Police.

The work of the Probation Officer has seen liaison with all the agencies involved, not just at MAPPA meetings but also away from the more formal arrangements on a day to day basis. Prior to his sentencing, the MAPPA forum was utilised to discuss the best sentencing options for A which was fed back to the report writer of the pre-sentence report to enable both specific targeting of his offending behaviour and risk management. Following sentence, the Probation Officer involved has continued to share information with other agencies, in particular Children and Families to ensure protection of the victim and the children. The Probation Officer has also helped to secure supported housing for A to enable him to have stable accommodation which will allow him a better opportunity to engage with all agencies working with him. Supported housing for A will also enable continued risk management of the case, ensuring that his behaviour is monitored. MAPPA meetings will continue until it is felt that the risk has reduced enough for single agency involvement.

Case B:

B is currently a category one, level one service user and is not currently the subject of multi-agency meetings. This case is an example of making links with the community in which we work and supporting safeguarding of children and adults.

The Probation Officer who wrote the initial pre-sentence report for B has made excellent links with the Safeguarding Officer who was involved with the case of B. Through this liaison, the Probation Officer has been invited to sit on the Consultancy and Advisory Group for South West Synod Safeguarding. As part of this role, the Probation Officer will be in a position to provide advice and support to the Safeguarding Officer in areas relating to safeguarding children and adults at risk.

The group is multi-disciplinary and will allow the Safeguarding Officer to have a variety of perspectives from the agencies involved. The Probation Officer, alongside the other agencies involved, will be able to share and provide guidance regarding strategies to ensure that the church personnel receive appropriate safeguarding training and give recommendations on safeguarding policy and procedures. This is an exciting new role and will promote the work of the National Probation Service, whilst sharing knowledge and experience with the local community.

Glenys Armstrong – Lay Advisor – Wiltshire and Swindon MAPPA reports on Multi-Agency Safeguarding in Church Settings and links to MAPPA.



Christian Churches of all denominations welcome a wide range of people through their doors on a daily basis, not only for worship services but also for activities such as Sunday School, youth clubs, lunch and social clubs for the elderly and café services for the disadvantaged, christenings, weddings, funerals and seasonal celebrations. Many of the people who attend church events or who are visited by church officers and volunteers at home may be especially vulnerable, due to age, disability, illness, or difficult social circumstances. Churches also welcome through their doors those who have committed offences against other people, and it is therefore particularly important that whilst welcoming “the lost sheep” back into the fold of the church, church officers have an understanding of the risks that those who have committed offences in the past may pose.

Anglican, Catholic, Methodist, United Reform and other churches have safeguarding policies and trained Safeguarding Officers who work closely with colleagues in Police and Probation to ensure that anyone wishing to attend church who is known to pose a risk of harm to others can be appropriately supported and monitored. This includes multi-professional discussions about what restrictions might be needed to keep others in the congregation safe, but also identifies a group of safeguarding-trained church volunteers who will support the offender in attending services and other agreed activities whilst modelling appropriate behaviour and challenging any breach of boundaries. An agreement is drawn up, signed by all those involved in the discussions, including the offender, and is reviewed regularly. Any concerns are reported immediately to Police or Probation supervisors as the vast majority of the relevant individuals will also be managed on a statutory basis by one of the Responsible Authority Agencies and subject to MAPPA arrangements at Level 1 or 2. This arrangement often means that offenders can be safely integrated into social activities, reducing the likelihood of re-offending through loneliness or lack of appropriate friendships and role models.

Circles of support and accountability (COSA) - reports on their work in supporting Public Protection.



Circles South West is an independent regional charity established in 2010 to reduce sexual offending and therefore prevent sexual abuse. Working in close partnership with public protection agencies, we provide Circles of Support and Accountability for convicted sex offenders, facilitating their reintegration as law-abiding members of local communities and preventing sexual harm.

Circles of Support & Accountability are one of the fastest growing approaches to the management of sex offenders in the community. Underpinned by restorative justice principles, this innovative community response to preventing sexual harm reduces the risk of re-offending by known perpetrators by 70% by engaging sex offenders in a strengths-based approach which makes a lasting difference. The NSPCC describes Circles of Support & Accountability as a *"pioneering child sexual abuse prevention initiative"*.

The Circle holds the Core Member to account for his or her behaviour, and is alert for indications that the risk of reoffending might be increasing. In this way public safety is enhanced, the Circle acting as a safety mechanism for both the offender and the community. Circles work towards there being 'No More Victims' by reducing emotional loneliness; modelling appropriate adult relationships; monitoring core member behaviour and holding the core member to account. The Circle represents a community engaging with, rather than rejecting, someone trying to live without harming, putting local volunteers at the heart of a solution to a profound community problem. We therefore depend on a talented pool of dedicated, skilled volunteers. Moreover, our work is an effective addition to the risk management of Category 1 MAPPA offenders.

A small group (4/5) of carefully trained and selected community volunteers are matched with a convicted sex offender (core member) on his/her release from prison. The Circle meets regularly (often weekly) over 12-18 months, assisting the core member to re-integrate safely in the community. This includes identifying and supporting the core member's self-audit strategies to avoid risky situations. Importantly, volunteers hold the core member to account for his/her behaviour. In this transparent process the core member knows from the outset that risks and concerns will be reported to the Police/Probation, which may result in a prison recall.

Funded this year by the Police and Crime Commissioner's Innovation Fund, National Probation Service, and Big Lottery Fund, we have coordinated 6 successful Wiltshire Circles during 2014/15 and intend to establish a further 7 Circles in 2015/16. Local volunteers have dedicated a combined gift of almost 250 hours this year which translates into a community contribution of more than £10,000. Funded by the Cabinet Office, the University of the West of England has recently completed an 18 month independent evaluation of 74 Circles across 4 English regions which include Wiltshire & Swindon Circles. The report is due for publication in the summer of 2015.

Our work is delivered in accordance with Circles UK Code of Practice and is audited against national standards by Circles UK on behalf of the Ministry of Justice.

"I particularly enjoy working to help a Core Member with a high level of complexities and challenges, combined with the opportunity to meet and work with others from the local community" Circles Volunteer, Wiltshire

"It feels important to share with the group that I am being honest and, although it has been an intense start, I am OK with this ... I enjoy the range of approaches from volunteers, the differences are much more beneficial in the long term than any minor disagreements." Core Member, Wiltshire.

"I am very impressed with what they (Volunteers) are doing. The most recent minutes show considerable progress on X's (core member's) part and that has to be a lot to do with them" Probation Officer, National Probation Service, Wiltshire.

"Really great stuff – please thank the group (Volunteers) for all their efforts – they are much appreciated by myself as well as Z (core member)" Police PPO, Swindon.

"I admire the work which Circles South West does to support sex offenders when they return from prison to their community. My funding helps such people to find training or a job, improve their social and life skills and turn away from offending" Police & Crime Commissioner, Wiltshire & Swindon.

The Public Protection Intelligence Unit



The Public Protection Intelligence Unit is based at Devizes Borough police station. The team consists of 5 members.

Our primary role is the coordination of the 3 registers for each of the different MAPPA categories. The registers contain details of all current nominals, their offences, current location and MAPPA levels.

Each MAPPA nominal is flagged within the local police intelligence database, alerting officers to their MAPPA status and relevant persons / agencies with whom to share information for risk management purposes.

One of the key responsibilities is to facilitate the sharing of information between all Responsible Agencies, within Wiltshire and Nationally.

The Police are the responsible agency for Registerable Sex Offenders and as such the PPIU create and maintain VISOR records for all Wiltshire based sex offenders. We also ensure that all appropriate local and national police databases are populated with current and relevant information. For example this would include registration of home addresses, residency with children, foreign travel, passports and bank details.

From the local and national intelligence databases we extract key data such as arrests, community intelligence and ongoing investigation details and ensure the information is recorded and shared appropriately.



Quality Assurance has been one of the MAPPA strategic challenges during the course of the year and additional questions were added into audits in March and September 2015 to assess what the added value of MAPPA has been and to evaluate agency cooperation, engagement and effectiveness.

The MAPPA audit in September 2015 was completed by staff from Swindon Borough Council, Wiltshire Council, Department of Work and Pensions, Youth Offending Services, National Probation Service, Wiltshire Police, Mental Health Services (Avon and Wiltshire Partnership) and Wiltshire Children's Services (MASH) and one of the lay advisors.

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