

# Wiltshire



# Annual Report

# Intro

## ACC Mark Cooper, Wiltshire Police.

On behalf of the Responsible Authorities and agencies with a Duty to Co-operate across Swindon and Wiltshire, I am delighted to bring you the 2023- 2024 MAPPA Annual Report. Our main aim within Swindon and Wiltshire MAPPA area is to work together to form and deliver robust risk management to keep our communities safe. This field is often complex and certainly challenging – it is of testament to the local partnership offer that this can be done.

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 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.

The Responsible Authorities in Wiltshire 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. MAPPA procedures are arranged by the MAPPA Coordinator who is supported by the MAPPA Administrator. These procedures are then reviewed in-line with auditing processes which are attended by representations from the Responsible Authorities and Duty to Refer agencies.

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.

Alongside the continued theme of public protection through effective collaboration together, key themes for the year ahead are that of process, procedure, audit and training. MAPPa Swindon / Wiltshire is dedicated and passionate about the work that they do and are looking forward to the challenges that next year brings.

# What is MAPPA?

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## MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by individuals who have committed the most serious sexual, violent and terrorist offences (MAPPA-eligible individuals) 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, Department for Work and Pensions and Local Housing and Education Authorities.

Local Strategic Management Boards (SMB) comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA within their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA SMB.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA-eligible individuals 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 individuals 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 more senior oversight and structured multi-agency management. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.

There are 4 categories of MAPPA-eligible individual:

- **Category 1** –subject to sex offender notification requirements;
- **Category 2** – mainly those convicted of violent offences and sentenced to 12 months or more imprisonment or a hospital order;
- **Category 3** – individuals who do not qualify under Categories 1, 2 or 4 but whose offences pose a risk of serious harm.
- **Category 4** – terrorism convicted and terrorism risk individuals

Data on Category 4 individuals is not included in this report due to data protection issues related to low numbers. This data will be aggregated and published nationally.

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 individual 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 individual.
- **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 individuals who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enables the safe transfer of key information when high risk individuals move between areas, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system, 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](http://www.gov.uk)

# MAPPA Statistics

## MAPPA-eligible individuals on 31 March 2024

	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	793	139	-	932
Level 2	3	0	3	6
Level 3	0	0	1	1
Total	796	139	4	939

## MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)

	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	12	7	23	42
Level 3	0	1	3	4
Total	12	8	26	46

Category 1 cautioned or convicted for breach of notification requirements	35
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Category 1 who have had their life time notification revoked on application	5
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## Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	86
SHPO with foreign travel restriction	0
Notification Order	0

Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO)	0
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## Level 2 and 3 individuals returned to custody

Returned to custody for breach of licence	Category 1: Subject to notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	1	3	3	7

Level 3	0	1	2	3
Total	1	4	5	10

Breach of SHPO		
Level 2		0
Level 3		0
Total		0

Total number of individuals subject to sex offender notification requirements per 100,000 population	119
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This figure has been calculated using the mid-2022 estimated resident population, published by the Office for National Statistics (ONS) on 21 December 2022, excluding those aged less than ten years of age.

Consistent with previous publications, this figure should be based on mid-2023 estimated resident population; however, the ONS has changed its publication schedule such that the mid-2023 estimates will be published later this year. As such, the current figure may differ from the corresponding figure based on the mid-2023 estimates.

# Explanation commentary on statistical tables

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## MAPPA background

The totals of MAPPA-eligible individuals, broken down by category, reflect the picture on 31 March 2024 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2023 to 31 March 2024.

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

**(b) Subject to Sex Offender Notification Requirements** – 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 individuals 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** – individuals convicted of violent offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order and a small number of individuals convicted of sexual offences who are not subject to notification requirements. These individuals are assessed and managed by the Probation

Service, Youth Offending Team or Mental Health Services.

**(d) Other Dangerous Offenders** – individuals who do not qualify under the other MAPPA-eligible categories, but have committed an offence that indicates that they pose a risk of serious harm which requires management via MAPPA meetings. These individuals are assessed and managed by whichever agency has the primary responsibility for them.

**(e) Terrorism and Terrorism Risk Offenders** – individuals subject to terrorism offender notification requirements; individuals convicted of terrorism or terrorism related offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order; and those who have committed an offence and may be at risk of involvement in terrorism-related activity. These individuals are assessed and managed by Counter-Terrorism Police and the National Security Division of the Probation Service.

**(f) Breach of Licence** – individuals released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If the individual does not comply with these conditions, the Probation Service will take breach action and the individual may be recalled to prison.

**(g) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction).** Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders are intended to protect the public from individuals convicted of a sexual or violent offence who pose a risk



of sexual harm to the public by placing restrictions and/or positive obligations on their behaviour. They require the individual 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 on the balance of probability 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 individual. In the case of an order made on a free standing application by a Chief Officer, the National Crime Agency (NCA), British Transport Police (BTP) or the Ministry of Defence Police (MODP), the chief officer/NCA/BTP/MODP must be able to show that the individual has acted in a way since their conviction that makes 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.

**(h) Notification Order** – this requires individuals convicted of qualifying sexual offences overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police in England and Wales may issue a notification order directly to an offender who is already in the UK or who is intending to come to the UK who has to notify within three days of receipt. Individuals have a right of appeal against notification.

**(i) 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, NCA, BTP or MODP 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.

An SRO may prohibit the person from doing anything described in it, including travel overseas, or place positive obligations upon them. Any prohibition and/or obligation 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.

An 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 an 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 an SRO are recorded on VISOR as a Potentially Dangerous Person (PDP).

**(j) Lifetime notification requirements revoked on application** – Qualifying individuals 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 subject to notification requirements 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.

# Local page

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This year has been another busy and demanding time locally within MAPPA. The numbers of individuals managed at level 2 and level 3 have remained consistent. Focus remains on the successful integration of our business plan, this largely comprises of focusing on ensuring that the public and victims are better protected by agencies working together to assess and manage the risks posed by MAPPA nominals. We have continued to deliver key training opportunities to all duty to co-operate agencies to ensure all staffing groups are kept up to date with relevant process and changes. These training events are continuously reviewed and amended to include relevant challenges within the area.

Auditing continues to be a key focus within MAPPA Wiltshire and we aim to develop strategies that prioritise specific themes within these such as domestic abuse and ensuring children are safeguarded adequately. Within Wiltshire we have a well established auditing process which involves partner agencies attendance to enable a collective responsibility to ensure MAPPA processes are effective within the area.

Performance is monitored throughout the year and key indicators are evaluated to ensure we are working well and to expected standards. These indicators look at attendance from each agencies, timeliness of reviews / meetings and that the correct seniority is represented. These targets are then fed back to the Strategic Management Board each quarter. Current indicators highlight that overall, Wiltshire performs well. However, any issues with performance are quickly acted on and rectified to ensure that risk isn't compromised in any way.

We have made some changes to the way that we screen and accept MAPPA referrals to incorporate more of a multi agency approach to decision making within Wiltshire. This includes representation from the key agencies involved in MAPPA such as Police, Probation, Mental Health and Children's Services, and ensures that resources are prioritised on public protection.

This year sees one of our lay advisors depart from our MAPPA area after successfully completing two tenures with us. I would like to take this opportunity to

thank the dedication and commitment demonstrated from them and wanted to include their words to me about the lay advisor process generally:

*'As lay advisors we play a key role acting as critical friends with all the agencies that make-up the MAPPa strategic management board. As a group of agencies, you gain a valuable insight into the operational challenges and issues that they each face, working across complex and demanding environments. What stands out is their collective commitment to use all of their available resources to manage the transition of released prisoners back into society. Underpinning this is how each agency manages risk and as lay advisors we are there to advocate for the public that these risks are being appropriately managed. To a large degree it is unseen work that the public interest is being looked after by their representative lay advisors, but we hope through this annual report that reassurance can be given to the public that the MAPPa process is protecting them and those individuals being released.'*

As expected, the issues around public protection are complex and require specific and focused management or intervention. However, this report should give assurances that there are local processes in place to manage these risks and that all staff involved are committed to this outcome.

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[www.gov.uk](http://www.gov.uk)

Probation  
Service



HM PRISON  
SERVICE

