

# Wiltshire and Swindon MAPP



Annual Report  
2013 - 2014





# Introduction

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We are pleased to present our MAPPA Report for 2013 - 2014. 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, Probation 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.

We are pleased to report another effective year for the multi-agency public protection arrangements, MAPPA. The arrangements continue to demonstrate how well partners in the criminal justice system – led by police, Prisons and probation – can work 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, with tasks allocated to individual staff, sharing them 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 2013-14 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 can not 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 our 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 is accommodation for high risk 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 applicable, 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.

**Patrick Geenty, Chief Constable, Wiltshire Police**

**Angela Cossins, Deputy Director, National Probation Service, South West and South Central**

**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, UKBA, 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. The England and Wales Annual Report is published online at: <https://www.gov.uk/government/organisations/ministry-of-justice/series/multi-agency-public-protection-arrangements-mappa-annual-reports>

# MAPPA Statistics

<b>MAPPA-eligible offenders on 31 March 2014</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	520	163	-	683
Level 2	4	9	4	17
Level 3	0	0	0	0
Total	524	172	4	700

<b>MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	44	24	55	123
Level 3	0	1	1	2
Total	44	25	56	125

<b>RSOs cautioned or convicted for breach of notification requirements</b>	6
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<b>Restrictive orders for Category 1 offenders</b>	
<b>SOPOs, NOs &amp; FTOs imposed by the courts</b>	
SOPOs	40
NOs	0
FTOs	0

<b>Level 2 and 3 offenders returned to custody</b>				
	<b>Category 1: Registered sex offenders</b>	<b>Category 2: Violent offenders</b>	<b>Category 3: Other dangerous offenders</b>	<b>Total</b>
<b>Breach of licence</b>				
Level 2	2	3	0	5
Level 3	0	0	0	0
Total	2	3	0	5
<b>Breach of SOPO</b>				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	86
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This figure has been calculated using the Mid-2013 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 26 June 2014, excluding those aged less than ten years of age.

# Explanation commentary on statistical tables

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## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2014 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2013 to 31 March 2014.

(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 (97.5% 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.

# Wiltshire and Swindon

## Structure

The structure of Wiltshire and Swindon MAPPA are conducive to the agreed national model with The Police, Probation and Prison Services remaining the core of the “Responsible Authority”. The Duty to Cooperate Agencies continue to work with MAPPA on practical case management issues by providing relevant information about individual offenders, providing information to assist in the risk assessment process and taking appropriate ownership of relevant action points. The active partners involved are;

- Wiltshire and Swindon Youth Offending Services.
- Job centre Plus
- Wiltshire Council, Departments of Public Health and Social Care; Housing; Adult Social Care and Children and Families.
- Swindon Borough Council, Departments of Public Health and Social Care; Housing; Adult Social Care and Children and Families.
- Avon and Somerset Mental Health Partnership NHS Trust.
- Homegroup/Stonham Housing and Registered Social Landlords and Housing Associations

## 2013-2014 Activity

The year has seen quite a few changes of personnel from some of the represented agencies with associated learning curves. We have maintained a ‘business as usual’ approach and all work streams and planned outcomes have been achieved.



The Strategic Management Board (SMB) are working together to ensure the right people from duty to cooperate agencies are working cooperatively at both strategic and operational levels.

The two appointed Lay Advisors attend SMB Meetings and sub groups and bring their knowledge and perspective of local communities in Swindon and Wiltshire which assists in maintaining the quality of the service delivered.

Back Row – Left to Right: Mike Ash, Kevin Leaning, ACC Kier Pritchard, Mark Scully, DI Paul Hacker, Terence Herbert and Jackie Tuckett.

Front Row – Left to Right: Alison Minch, SUPT Caroline Evely, Tracey Rogers, Heather Alleyne and Heather Race.

### Glenys Armstrong

When I applied for the Lay Adviser role, what I thought I was bringing to it is 25 years of experience as a social worker and charity manager. Whilst having some





understanding of the background in which police, probation and prisons, and their colleagues in the local authority, health, charity and rehabilitation organisations work, I have found that it is not the most important thing. One of the more important abilities I bring is being able to be impartial and prepared to speak up if a decision doesn't seem right. Attending the MAPPA Strategic Board, Operational Sub groups and some MAPP Level 2 and 3 meetings, as well as receiving training and attending the national Lay Adviser day, we have a good overview of the whole process. We play a lead role in the annual audit, reading through cases and highlighting issues which may need to be looked at again by the professionals.

The Lay Advisers are the independent, critical friend – the ones who can say “Is there any other, better way we can achieve this?” As well as this the lay adviser represents the public – challenging the professionals who may be very close to an issue, to see it from another viewpoint, that of a member of the community. At the end of the day, the Lay Adviser needs to be satisfied that “All that can be done to protect the public, and to provide support and rehabilitation services to this offender, has been done”, and support the partner agencies to work towards that goal.

### Gill Stafford

There is a requirement to have two lay advisers on each MAPPA board, and, in Wiltshire, our backgrounds are very different. My colleague has a background in social services and child protection; my background is business and involvement in community issues. But we both have to reside in and have strong links with the community.

We are on the MAPPA Board to reflect the views of the community in an informed way, sometimes challenging the professionals and asking questions that the public would want to have answered. Sometimes we just provide a common sense response to an issue that is being discussed.

The oversight of MAPPA involves understanding and dealing with the processes that help ensure the public is protected from the serious offenders that exist in our community. In particular, lay advisers need to become familiar with the agencies that are at the heart of MAPPA in order to enable us to become a ‘critical friend’

Lay advisers take this role seriously; we have to deal with quite a lot of statistics and policy information at our meetings. Much of the work is challenging, with the solutions often requiring quite complicated plans due to the difficult circumstances of dealing with those with mental health problems and local housing difficulties. However, in all of our MAPPA discussions and dealings, public protection is at the heart of what we do.



### Tracey Rogers



I work in a challenging environment as part of the MAPPA Team based in the PPU Department of Wiltshire Police. My role is to support the MAPPA Co-ordinator by ensuring the smooth running of the department and co-ordinating and minute taking Multi Agency Public Protection Meetings at Level 2 and Level 3 across Wiltshire giving the General Public and victim's confidence that Wiltshire offenders are managed effectively.

Being the first point of contact, I am the key person who intercepts referrals and identifies the key people who should attend the MAPP meeting. Having good communication and negotiating skills is paramount to this role. I am very fortunate in this area as having an Adult Safeguarding background I brought my existing networking connections with me which helps to identify

those key people.

Situations can and do change, therefore I need to be able to identify risk and source intelligence via Police and Probation systems making sure known information is disseminated to the appropriate person so that the risk is more manageable. I am also a focal point of receiving intelligence, so timely updates to both these databases is vital to ensure Police, Probation and HMP establishments are well informed.

In addition to the above, I provide a supporting role to the Strategic Management Board with administrative duties.

My role within MAPPA is increasing; I have currently taken on the role of maintaining and producing the Key Performance Indicators, co-ordinating the Memorandum of Understandings and the initial screening of referrals. I also support VISOR inputting.

One of the most challenging parts of the job is negotiating with partner organisations and encouraging a proactive response to their engagement with MAPPA.

I'm very fortunate to be in such a specialist role being at the heart of MAPPA operations and also being given the opportunity to put my investigative nature to the test.

Mollie Sym and Alison Godfrey – Stonham Housing Association

Case A: Housing colleagues working with Probation and Police in supervision and resettlement plans for an offender who is due to leave custody.



Graham McLaughlin – Neighbourhood Policing Team – Swindon

Wayne Derbyshire – Probation Manager Swindon

Case B: Neighbourhood Police briefed on their role in supporting the Risk Management Plan and supervision of offender and reporting new information to the Offender Manager in Probation.

Paul Hacker – Detective Inspector - Wiltshire Police Public Protection Unit

Sabrina Cummins – Children and Families Practitioner - Wiltshire Council Multi Agency Safeguarding Hub (MASH).

Case C: DI Paul Hacker, Police PPU working on issues crossing areas with MOD Police and MASH (Multi-agency safeguarding hub).





James Bamford and Laura Fairgrieve – National Probation Service - South West/South Central Division (SWSC) – Wiltshire

Case D: Probation working closely with HMPS (Her Majesty's Prison Service), CTPLD (Community team for people with learning disabilities), MARAC (Multi Agency risk asst conference - for victims of domestic abuse) and Adult Safeguarding Services.

Nick Kemmett – Homelessness Manager – Swindon Borough Council

Rachel Nethercott – Team Manager – Swindon Borough Council, Children and Families

Sophie Purvis – Offender Manager – Wiltshire Police

Paul Hacker – Detective Inspector – Wiltshire Police Public Protection Unit



Carol Matsushima – Victim Liaison Officer – National Probation Service – SWSC - Wiltshire

Jamie Lee Swaby – Support Worker – Action for Children

Case E: Managing child safeguarding issues across Wiltshire connecting Victim Liaison Officer, Children Services and the Voluntary Sector.



Ian Barnett – MAPPA Representative and Forensic Lead, Avon & Wiltshire Mental Health Partnership Trust (AWP).

Case F: MAPPA working across areas with Thames Valley Police and Probation, Broadmoor Hospital and AWP (Avon and Wiltshire partnership).



## The Team at Work



Jonathan Newman – RMN (Registered Mental Nurse) Specialist Practitioner – Avon & Wiltshire Mental Health Partnership Trust.

Sophie Purvis – Offender Manager – Wiltshire Police

Rachel Nethercott – Team Manager – Swindon Borough Council, Children and Families

Paul Hacker – Detective Inspector – Wiltshire Police Public Protection Unit

Wayne Derbyshire – Probation Manager, Swindon

Sabrina Cummins - Children and Families Practitioner - Wiltshire Council Multi Agency Safeguarding Hub (MASH)

Tracey Rogers – MAPPA Administrator

## Plans for the future year 2014-2015

The Transforming Rehabilitation programme across probation and prison services is challenging and significantly changes the way we manage offenders in the community to achieve a reduction in the rate of re-offending whilst continuing to protect the public. There remains a strong, viable public sector provision both in probation and in prisons to guard public interest and to ensure robust and effective public protection is maintained.

The vision for delivery of offender management services in both the community and in custody means that the public sector will be smaller and will work alongside a larger and more diverse provision of services by private, voluntary and third sector partners to drive forward innovation and achieve rehabilitative outcomes including Through the Gate resettlement provision.

During this time of ongoing challenge and change, it will be essential that agencies continue to cooperate with each other even more closely together as a means to ensure risk is robustly managed and public protection is given due priority whilst streamlining activities, avoiding duplication and meeting agency required outcomes. There have been many examples of good quality practice and inter agency working within MAPPA across Swindon and Wiltshire over the course of the past year and we aim to continuously improve based on what we have already learned.

We are aware of two programmes due to be rolled out shortly which will further improve service delivery in the next year. They are ARMS (Active Risk Management System) for Police Public Protection staff and 4 PILLARS which will change the way MAPPA meetings are conducted. These programmes will require significant resource management and agency commitment as we will need to train relevant staff from the RA's as well as the DTC agencies. It is reassuring to see the development in respect of work in public safety and we are confident there will be an ongoing commitment to implement and deliver both programmes effectively.

All MAPPA reports from England and Wales are published online at:  
[www.justice.gov.uk](http://www.justice.gov.uk)

National  
Probation  
Service

