



Multi Agency Public Protection Arrangements

# DYFED-POWYS



# Annual Report 2018/19



# Introduction

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## Ian Barrow, Director, National Probation Service in Wales

We are pleased to introduce the 2018/19 MAPPA Annual Report for the Dyfed Powys Multi-Agency Public Protection Arrangements Strategic Management Board.

This report outlines the work the Strategic Management Board has undertaken to improve the effectiveness of MAPPA during the year in managing violent and sexual offenders to both reduce reoffending and protect the public. It also offers the opportunity for us to demonstrate our accountability to the local communities we serve.

Protecting the public is essential to the MAPPA Responsible Authority (Police, Prison and National Probation Service) and everything we do is focused on ensuring the continued safety of our communities. Sexual and violent offending forms a small percentage of the crimes dealt with by the 4 constabularies across Wales. However, the devastating impact these incidents have on both victims and communities is huge. Members of the public can be assured, through this report, that work continues 24 hours a day, seven days a week to protect the communities we live in.

It is never possible to eliminate entirely the risks posed by serious offenders. However, what can be expected is that all reasonable steps have been taken to reduce the risk of serious harm to the public from known offenders and promote rehabilitation. Therefore, this report not only contains statistical information about those who are managed under MAPPA during the last business year, but it also provides information about how these arrangements work in practice locally.

The Strategic Management Board's achievements reflect the significant contributions made by all agencies involved in MAPPA across Dyfed Powys and we would like to thank all our partners who have contributed to these arrangements over the last year. The breadth of experience and expertise in managing MAPPA cases is exceptional and there is no doubt of the commitment agencies demonstrate to achieve the highest of standards. We also trust that this report illustrates the commitment and professionalism of our staff whose demanding and complex work rarely receives public attention. Their dedication is key to ensuring our communities remain safe.

In recommending this report to you, we hope it provides a valuable insight into our work and offers reassurance that public protection and the needs of victims remain our highest priorities.

## Mark Collins, Chief Constable, Dyfed Powys Police

I am pleased to present the Multi Agency Public Protection Arrangements (MAPPA) report for 2018-2019.

Moving forward I remain committed to ensuring Dyfed Powys Police continue to fully support the MAPPA process which allows us to work collaboratively with our partners to effectively manage the risks posed by violent and sexual offenders living in our communities.

MAPPA also provides a legal framework which allows us to discharge our statutory responsibilities and protect the public in a coordinated manner and in turn leads to the formulation of relevant and appropriate risk management plans.

I am pleased that this report accurately reflects the ongoing commitment from all agencies signed up to MAPPA who are focused on protecting the public, whilst promoting safer communities in the Dyfed Powys Police area.

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

# MAPPA Statistics

| <b>MAPPA-eligible offenders on 31 March 2019</b> |                                            |                                     |                                             |       |
|--------------------------------------------------|--------------------------------------------|-------------------------------------|---------------------------------------------|-------|
|                                                  | Category 1:<br>Registered sex<br>offenders | Category 2:<br>Violent<br>offenders | Category 3:<br>Other dangerous<br>offenders | Total |
| Level 1                                          | 492                                        | 116                                 | -                                           | 608   |
| Level 2                                          | 2                                          | 8                                   | 2                                           | 12    |
| Level 3                                          | 0                                          | 1                                   | 0                                           | 1     |
| Total                                            | 494                                        | 125                                 | 2                                           | 621   |

| <b>MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)</b> |                                            |                                     |                                             |       |
|------------------------------------------------------------------------------|--------------------------------------------|-------------------------------------|---------------------------------------------|-------|
|                                                                              | Category 1:<br>Registered sex<br>offenders | Category 2:<br>Violent<br>offenders | Category 3:<br>Other dangerous<br>offenders | Total |
| Level 2                                                                      | 18                                         | 22                                  | 16                                          | 56    |
| Level 3                                                                      | 5                                          | 2                                   | 1                                           | 8     |
| Total                                                                        | 23                                         | 24                                  | 17                                          | 64    |

|                                                                            |    |
|----------------------------------------------------------------------------|----|
| <b>RSOs cautioned or convicted for breach of notification requirements</b> | 30 |
|----------------------------------------------------------------------------|----|

|                                                                              |   |
|------------------------------------------------------------------------------|---|
| <b>RSOs who have had their life time notification revoked on application</b> | 1 |
|------------------------------------------------------------------------------|---|

| <b>Restrictive orders for Category 1 offenders</b>                                  |    |
|-------------------------------------------------------------------------------------|----|
| <b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b> |    |
| SHPO                                                                                | 55 |
| SHPO with foreign travel restriction                                                | 0  |
| NOs                                                                                 | 0  |

|                                                                                                                             |   |
|-----------------------------------------------------------------------------------------------------------------------------|---|
| <b>Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b> | 0 |
|-----------------------------------------------------------------------------------------------------------------------------|---|

| <b>Level 2 and 3 offenders returned to custody</b> |                                                     |                                              |                                                      |              |
|----------------------------------------------------|-----------------------------------------------------|----------------------------------------------|------------------------------------------------------|--------------|
|                                                    | <b>Category 1:<br/>Registered sex<br/>offenders</b> | <b>Category 2:<br/>Violent<br/>offenders</b> | <b>Category 3:<br/>Other dangerous<br/>offenders</b> | <b>Total</b> |
| <b>Breach of licence</b>                           |                                                     |                                              |                                                      |              |
| Level 2                                            | 5                                                   | 5                                            | 2                                                    | 12           |
| Level 3                                            | 1                                                   | 1                                            | 1                                                    | 3            |
| Total                                              | 6                                                   | 6                                            | 3                                                    | 15           |
| <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> | 106 |
|---------------------------------------------------------------------------|-----|

This figure has been calculated using the Mid-2018 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

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## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2019 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2018 to 31 March 2019.

**(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

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## Her Majesty's Prison and Probation Service:

Amanda Corrigan, HMPPS, Governor - HMP Swansea

Christine Harley, HMPPS, Head of Local Delivery Unit – Probation

Protecting the public remains a priority for Prison and Probation Services (HMPPS) in Dyfed Powys and participation in the MAPPA process and engagement with the Strategic Management Board are of high importance. HMPPS has benefited from good partnership work with other agencies in the management of offenders. This is demonstrated by the commitment of partners to attend meetings, which are sometimes called at short notice, to ensure that we have robust risk management plans in place.

Probation staff have attended a number of training events arranged through the MAPPA unit. There has been continued MAPPA chair training for those new to this role.

Some Probation staff are based in Police Headquarters at the public protection hub, providing an opportunity to ensure that Dyfed Powys has efficient systems to communicate with prisons in Wales and England and links in a timely way to MAPPA.

The National Probation Service in Dyfed Powys Local Delivery Unit (LDU), as part of Her Majesty's Prison and Probation Service, has been supporting the implementation of the Offender Management in Custody Model (OMiC). Dyfed Powys LDU does not have a prison based in the area and for those who are serving a custodial sentence from communities within Dyfed Powys, the OMiC model will mean that those who have more than ten months to serve, will be managed in the custodial setting.

The Prison Public Protection team has been strengthened by the introduction of OMiC, bringing a Senior Probation colleague in to the prison to work with Prison Offender Managers as Head of OMU Delivery. This has facilitated use of existing networks to share information efficiently and effectively and is something that will be built on over the coming year.

This increased level of experience has also helped prison staff to think more clearly in regard to risk factors outside of prison, and although early days, it is anticipated that we will reduce the risk of people becoming victims of serious harm.

## Vicki Evans, Assistant Chief Constable and SMB Chair

The Dyfed Powys MAPPA Strategic Management Board (SMB) is responsible for providing strategic oversight of MAPPA activity within Dyfed Powys. Over the past 12 months in my role as SMB Chair it has been refreshing to see the high level of commitment and hard work demonstrated in the MAPPA arena. The Responsible Authorities and Duty to Cooperate agencies have a statutory duty to work closely to effectively manage sexual and violent offenders to support rehabilitation and safeguard our communities from further harm. I am grateful to the support provided by our lay advisers who are a 'critical friend' to the SMB and partnership, and provide useful independent scrutiny and appropriate challenge.

Considerable progress has been made to date in the development of inter-agency public protection procedures through the Public Protection Hub and the Wales Integrated Serious and Violent Offender Management (WISDOM), which can assist in the management of MAPPA offenders. This important area of work is not without its challenges and I look forward to working with fellow SMB members and strategic partners this year to continue to build on and strengthen the work of MAPPA within Dyfed Powys.

## Anthony Griffiths, Detective Superintendent, Dyfed Powys Police

The Public Protection Hub based at Dyfed Powys Police headquarters, provides a centralised team of specialist staff from Police and the National Probation Service to govern and co-ordinate MAPPA and all other offender management processes across the mid and west Wales area. This enables an effective and cohesive approach to the identification and management of risk, together with information sharing and safeguarding. The Hub also provides a link to the Police and Probation teams based across the Force area who deliver the operational day to day management of offenders.

The work carried out for the annual Force Management Statement (which identifies required resourcing for current and future demand), forecasts a continued upward trajectory of the number of offenders convicted for sexual offences, and therefore a corresponding continued growth in the numbers of offenders being managed within the MAPPA structures. As a result, future resourcing of offender management teams remains under review for increased investment to meet this demand. This includes a review of staffing and increased and improved use of technology.

The Management of Sexual and Violent offender officers (MOSAVOs) remain closely supported by other policing teams. These include the Digital Media and Cybercrime Investigators, who can scrutinise and monitor the use by offenders of telecommunications and the internet. Targeting teams are often deployed to enhance the work of MOSAVOs to ensure compliance with restrictive orders, while the Neighbourhood policing teams play an important role in supporting the work of specialist staff from all agencies within MAPPA. This has resulted in many successful outcomes, both in deterring further offending and also in identifying and addressing breaches of restrictive orders and notification requirements.

Dyfed Powys Police continues to work effectively with partners and remains committed to the effective management of MAPPA to reduce the risks posed within the community.

## Nicola Rabjohns & Lyn Hambidge, Lay Advisers to the Dyfed Powys SMB

We are pleased that 2018/19 saw us working as the full complement of two Lay Advisers for Dyfed Powys and working together we have been able to:

- Maintain regular attendance at Level 2 and 3 review meetings across the region to provide a lay perspective on key risk issues and challenges presented by some of the most significant and serious offenders.
- Provide a "critical friend" perspective of our experiences of MAPPA Level 2 Meetings to the Strategic Management Board. Our experiences were generally positive but we included areas we felt could be improved.
- Attend Level 1 review meetings in the last 6 months, again providing a lay view. We wish to complete our attendance across the region during 2019/20.
- Provide a lay perspective on the strategic challenges of managing MAPPA offenders.
- Contribute to the Quality Assurance processes, identifying potential areas for sharpening and enhancing the management and recording of review meetings
- Offer constructive ideas for collecting qualitative performance data that focuses on the impact of the effective work done by agencies to improve the management of, and outcomes for, offenders in the community
- Enhance our understanding of the complexity of managing risks of MAPPA cases through visits to, and meetings with, HMP Swansea, Approved Premises, counter-terrorism, Circles of Support and Accountability (COSA) Co-ordinators, Integrated Offender Management (IOM) and WISDOM Officers.

We have seen that agencies working to protect victims and communities do so having to balance many competing legal, resource and other pressures. The successful management of offenders relies upon many factors and we recognise that some of the key pressures that are exposed during MAPPA discussions are around the availability and suitability of accommodation (including Approved Premises), as well as access to specialist and general interventions and treatments.

We are clear that the profile of MAPPA needs to be raised to give confidence to communities that there are processes in place to manage offenders and that this is only possible due to the excellent joint working between agencies.

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National  
Probation  
Service

