

# MAPPA

MULTI-AGENCY  
PUBLIC PROTECTION  
ARRANGEMENTS

working together to protect the public

Prawf Cymru  
Wales Probation



Ministry of  
**JUSTICE**  
National Offender  
Management Service

## ANNUAL REPORT

# 2009/ 2010

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# Introduction



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Assistant Chief Officer  
Wales Probation Trust



**Steve Cross**  
Prison Governor  
HMP Usk and Prescoed



**Mick Giannasi**  
Chief Constable  
Gwent Police

This has been a year of consolidation for MAPPA in Gwent, reflecting a growing maturity and confidence in Multi Agency Public Protection Arrangements both strategically and at practitioner level in the Responsible Authority and Duty to Cooperate agencies.

In last year's annual report we outlined that the Police had introduced a dedicated Public Protection Unit. This has bedded in this year and the resultant expertise has enabled Gwent Police to deliver high quality MAPPA services both to the perpetrators of serious sexual and violent offences, to the victims of such offences and to the public at large. The quality of those services was confirmed by an internal Police Service Improvement Review. The recommendations contained within it are being implemented at the time of writing and will further enhance public protection.

2009-2010 saw the roll out of a MAPPA National Training Manual. This was long overdue and it is gratifying to report that training materials produced by Gwent were extensively used in the National Manual and that the introduction acknowledged the contribution made by our MAPPA Coordinator.

# Introduction (continued)

MAPPA arrangements in Gwent are overseen by a Strategic Management Board. Once again this year we have seen a number of changes. David Ward, the Governor of HMP Usk and Prescoed, Allison Elliott, Assistant Director (Adult Services) for Caerphilly Social Services, Andrew Wallsgrove, Manager of Newport YOS and Kevin Gibbs, NSPCC all moved on to new career opportunities. Nicky Kift, Senior Nurse with the Forensic Mental Health Services and David Jeremiah, Community Safety Manger for Torfaen CBC both retired. We wish them all well and thank them for their considerable contribution to MAPPA in Gwent. Above all we would like to thank Superintendent Rhianon Kirk from Gwent Police. She led the creation of the Public Protection Unit and was a major contributor to reducing MAPPA thresholds to appropriate levels.

2010-11 promises to be a challenging year for MAPPA in Gwent. Gwent Probation Service ceased to exist at the end

of March 2010, as the four former Probation Areas and Trusts in Wales merged to become the Wales Probation Trust from April 1st. It has been decided on the advice of the Ministry of Justice Public Protection Unit to continue with the current MAPPA arrangements based on Police force areas. The All Wales MAPPA Responsible Authority Development Group, a meeting of the four SMB Chairs and other key strategic players has been revived, and it is envisaged that there will be increased collaboration on MAPPA issues across Wales. Finally, the current state of public finances is of concern to all agencies at the present. The results of the Comprehensive Spending Review will inevitably impact on MAPPA as it will on all other parts pf public service delivery. The challenge for MAPPA in Gwent will to implement the necessary changes without compromising public protection.

# Key Achievements

Following the inquiry into the tragic murder in London of Gabriel Ferez and Laurent Bonomo by Dano Sonnex all areas had to improve their identification of MAPPA offenders. The gap in information concerned the category 2 MAPPA offenders managed at level 1. Gwent is pleased to report that it has a robust system in place to ensure that Probation provide this information to Gwent Police on a regular basis. This allows the 'bobby on the beat' to easily identify any MAPPA offender they come across in the course of their duties. The information shared also details who the Offender Manager (Probation Officer) is allowing police to easily share any information they have. This sharing of information gives rise to a clearer picture of offender's activities and allows the criminal justice agencies to better protect the public.

The shared commitment shown by all agencies involved in public protection

continues as strongly as ever. This commitment gives rise to ever increasing levels of cooperation. This is displayed by the excellent reciprocal agreements used by housing authorities when dealing with some MAPPA offenders. An offenders own community is not always the best place to manage their risk for many reasons not least of which is victim concerns. The housing authorities and organisation in Gwent have always worked well together and with other agencies to identify accommodation where an offenders risk can best be managed. This level of cooperation extends beyond the borders of Gwent and it is worth noting the relationships with Cardiff and Rhondda Cynon Taff local authorities. The hard work by Gwent's housing staff to forge these relationships is a clear indication of how seriously they take their duties regarding public protection.

As stated in the introduction the All Wales

Responsible Authority Development Group meet regularly to consider collaborative ways of working across Wales. In support of this strategic group the four Police leads for public protection meet quarterly as do the four MAPPA Coordinators for Wales. As well as sharing best practice and learning we pool resources when it comes to training, details of which are included further on in the report.

# Achievements/Milestones

## MAPPA 2010

### Audit

As part of Gwent MAPPA's commitment to continually improve public protection Gwent Police carried out a service improvement review of Police's role in MAPPA. The dedicated audit team were directed:

To carry out a review of MAPPA processes utilised by Gwent Police in the monitoring and supervision of Registered Sexual Offenders, with particular emphasis on:

1. An audit of all Registered Sexual Offenders(through ViSOR) managed by Gwent Police at all levels.
2. Information-Sharing, Agreements/ Protocols, Memoranda of Understanding and Processes, including joint shared decision making.

3. The intelligence gathering processes in respect of Registered Sexual Offenders and Violent Offenders/Potentially Dangerous Persons and the use of internal briefing and information-sharing processes and their effectiveness.

4. The monitoring/scrutiny process undertaken by PPU Department Senior Officers, Chief Officers and Police Authority

All the recommendations from the audit which do not require increased resources have been met. The implementation of the outstanding recommendations would leave a deficit in other areas of Policing and will be carried out at a time that will not compromise public safety.

The Audit and Performance sub group of the Strategic Management Board have had a busy and productive year. The group has ensured both MAPPA cases and MAPPA meetings have been subject to peer audit. The results of these audits have created learning points for all involved with MAPPA cases and these have been disseminated to practitioners through the various Chairs of MAPPA meetings at their twice yearly meetings.

### Training

One of the targets we set in last year's annual report was the regional delivery of the MAPPA National Training Manual with our colleagues from the other three Welsh Areas. We have begun this process and are looking to expand regional training events to cover all aspects of the National Training Manual.

To date in Gwent we have facilitated two MAPPAs Chairs training events, a MAPPAs minute takers training event and two MAPPAs Foundation Days. We offered places to colleagues in other Welsh Areas and both South Wales and Dyfed-Powys sent staff to the minute takers training. Staff from Gwent MAPPAs attended Chairs training in Dyfed-Powys.

The MAPPAs Coordinator has briefed over 500 members of staff in MAPPAs and latterly has combined the briefings with trying to establish peoples and organisations training needs. The Detective Inspector for MAPPAs has briefed all Sergeants and Inspectors in Gwent Police.



# Communications

The communication sub group has been strengthened considerably with the addition of communications managers from, health, Probation and a local authority as well as the attendance of the Lay Adviser. The terms of reference for this group have been updated to better reflect the work. As well as recruiting another Lay Adviser for the Strategic Management Board the group has been busy with constructing case specific communication strategies. It is worth noting the high quality of these strategies has been recognised by the Ministry of Justice and are likely to be rolled out nationally as best practice.





# Goals for 2010-2011

## Audit

The Audit and Performance Group will continue to have oversight of the auditing of MAPPA meetings by Probation Team Managers. They will continue with the case audits to ensure best practice is always adhered to by all MAPPA practitioners. The Police representative of the group will carry out a thematic audit into registered sexual offenders who re-offend. Hopefully the results of the audit will leave us better equipped to manage high risk offenders and therefore better protect the public.

## Communication

The two priorities for the Communications sub group for the coming year are to recruit a second Lay Adviser and establish a MAPPA website. The role of the Lay Adviser is a very important one, they are described as the critical friend. The Lay Adviser asks questions that the strategic representatives may not think of, they are also there to bring an understanding and perspective of the Gwent area.

A MAPPA website will allow the agencies responsible for MAPPA in Gwent to communicate with the public more effectively. It will provide a place for the public to ask questions as well as providing explanations and descriptions of the work carried out by MAPPA.

## Training

The training sub group will play an active part in the All Wales MAPPA training group allowing more effective use of training resources. Some of the specialist training necessary will now become cost effective due to delivery on a wider scale. Being part of the All Wales group will allow Gwent MAPPA practitioners increased access to the formal training as described in the National MAPPA Training Manual.

Gwent MAPPA training subgroup is embarking on a programme of cascaded training. It is envisioned that some participants of the MAPPA foundation training will, with support, become facilitators of foundation training. This will enable all agencies to fully contribute to MAPPA training and allow more training events to take place.

# Case Study

## Joshua

Joshua is a 16 year old youth who has been convicted of Rape. He was sentenced to 2 years custody in a secure unit. Following his release Joshua came to live in Gwent in some specialist accommodation where his risk could best be managed.

Joshua did not return to his home area immediately for a variety of reasons the most important of which is to prevent inadvertent contact with the victim. Joshua had witnessed lots of domestic violence, he had been physically assaulted and exposed to pornographic material from a young age. He was assessed as posing a high risk of serious harm, a high risk of re-offending and a high degree of vulnerability making his case quite complex.

There followed a series of level 2 MAPPA meetings made up of Police, Probation, Youth Offending Teams from both his home and his current area, his care providers and his home area Social Services.

Joshua took a while to settle in but eventually engaged with his resettlement and risk management plan including sessions with a psychologist.

Although his time with his care providers was not without incident, Joshua worked on his offending behaviour. With the help of the agencies involved Joshua discovered more constructive ways to use his spare time including joining a local sporting team and attending a local college.

We had eight level 2 MAPPA meetings regarding Joshua, he was eventually reduced to a level 1. He is excelling at his sport, continues to attend college, is settled and has not re-offended.

# What is MAPPA?

- MAPPA are a set of arrangements to manage the risk posed by certain sexual and violent offenders. They bring together the Police, Probation and Prison Services in Gwent into what is known as the MAPPA Responsible Authority.
- A number of other agencies are under a duty to co-operate with the Responsible Authority. These include: Children's Services, Adult Social Services, Health Trusts and Authorities, Youth Offending Teams, local housing authorities and certain registered social landlords, Jobcentre Plus, and electronic monitoring providers.
- The purposes of MAPPA are:
  - to ensure more comprehensive risk assessments are completed, taking advantage of co-ordinated information sharing across the agencies; and

- to direct the available resources to best protect the public from serious harm.

## How does MAPPA work?

Offenders eligible for MAPPA are identified and information is gathered/shared about them across relevant agencies. The nature and level of the risk of harm they pose is assessed and a risk management plan is implemented to protect the public.

In most cases, the offender will be managed under the ordinary arrangements applied by the agency or agencies with supervisory responsibility. A number of offenders, though, require active multi-agency management and their risk management plans will be formulated and monitored via MAPP meetings attended by various agencies.



# What is MAPPA? (continued)

## Who are MAPPA-eligible offenders?

There are 3 categories of offender eligible for MAPPA:

**Category 1 - Registered sexual offenders:** Sexual offenders who are required to notify the police of their name, address and other personal details and notify the Police of any subsequent changes;

**Category 2 - Violent offenders:** Offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. This category also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children; and

**Category 3 - Other Dangerous Offenders:** Offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm, there is a link between the offending and the risk posed, and they require active multi-agency management.

## How are they managed?

There are 3 levels at which offenders are managed which are based upon the level of multi-agency co-operation required to implement the risk management plan effectively. Offenders will be moved up and down levels as appropriate:

**Level 1 - Ordinary Management:** These offenders are subject to the usual management arrangements applied by whichever agency is supervising them. But this does not rule out information sharing between agencies, via ViSOR and other routes.

**Level 2 - Active Multi-agency Management:** The risk management plans for these offenders require the active involvement of several agencies via regular multi-agency public protection (MAPP) meetings.

# What is MAPPA? (continued)

**Level 3 - Active Multi-agency Management:** As with level 2 but these cases additionally require the involvement of senior officers to authorise the use of special resources, such as police surveillance or specialised accommodation, and/or to provide ongoing senior management oversight.

## What is the role of the Strategic Management Board?

Senior representatives of each of the agencies involved in MAPPA form a Strategic Management Board (SMB) which meets at least quarterly to monitor the arrangements and direct any necessary improvements.

## The role of Lay Advisers?

The Responsible Authority is required to appoint two lay advisers to sit on the SMB. The lay advisers 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 or have strong links.

We are currently recruiting for a second Lay Adviser, if you are interested or would like further information please contact the MAPPA Coordinator, Gareth Hale. His contact details are towards the end of the report.

## ViSOR

ViSOR is an IT system for the management of people who pose a serious risk of harm to the public. Since implementation of ViSOR the three MAPPA Responsible Authority agencies - Police, Prison and Probation - are able to work on the same IT system which enables the sharing of risk assessments and risk management information on individual violent and sex offenders in a timely way to reduce re-offending.

# MAPPA Statistical Information 2009/10

## Number of MAPPA eligible Offenders at 31 March, 2010

	Level 1	Level 2	Level 3	TOTAL
<b>Category 1:</b> Registered Sexual Offenders	408	10	0	418
<b>Category 2:</b> Violent offenders	96	3	0	99
<b>Category 3:</b> Other Dangerous Offenders	-	3	0	3

Enforcement for offenders managed via MAPP meetings

### Returned to custody for breach of licence:

- Level 2 - 16
- Level 3 - 2
- Total - 18

### Sent to custody for breach of Sexual Offences Prevention Order (SOPO):

- Level 2 - 0
- Level 3 - 0
- Total - 0

Further data on Registered Sexual Offenders

### Registered Sexual Offenders in:

- Newport 145
- Caerphilly 104
- Blaenau Gwent 52
- Torfaen 67
- Monmouthshire 50

Total number of registered sexual offenders in [Area] per 100,000 head of population

- 84.37 \*

\* This figure has been calculated using the 2009 Mid-Year Population Estimate published by the Office for National Statistics on 24 June 2010, excluding those aged less than ten years of age. It is not directly comparable to figures published in previous years.

**Registered Sexual Offenders cautioned or convicted for breach of notification requirements**

- 16

**Sexual Offences Prevention Orders (SOPOs):**

Applied for	4 (civil)
Interim Order issued	0
Full Order issued	17

### Notification Orders:

Applied for	1
Interim Order issued	1
Full Order issued	1

### Foreign Travel Orders

Applied for	0
Interim Order issued	0
Full Order issued	0

# Explanation/Commentary

The totals of MAPPA eligible offenders, broken down by category, reflects the picture on 31 March 2010, (i.e. a snapshot). The rest of the data covers the period 1 April 2009 and 31 March 2010.

**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 and/or currently pose a risk of serious harm, although the majority (96% this year) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

**Registered Sexual Offenders (RSOs)** - those who are required to notify the police of their name, address and other

personal details and notify any changes subsequently. Failure to comply with the notification requirements is a criminal offence which carries a maximum penalty of 5 years' imprisonment.

**Violent Offenders** - this category includes violent offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. It also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.

**Other Offenders** - offenders who do not qualify under the other 2 MAPPA eligible categories, but who currently pose a risk of serious harm which requires management via MAPP meetings.

**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.

**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 5 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 5 years' imprisonment.

**Notification Order** - requires sexual offenders who have been convicted overseas to register with police, in order to protect the public in the UK from the risks that they pose. Police may apply to the court for the order in relation to offenders in or intending to come to the UK.

**Foreign Travel Orders** - prevent offenders with convictions for sexual offences against children from traveling abroad where it is necessary to do so to protect children from the risk of sexual harm.

# Strategic Management Board Members

## **Chair**

Adam Gotley ACO Probation

## **Vice Chair**

Jeff Farrar ACC Gwent Police

## **HMPS Governor,**

## **HMP Usk & Prescoed**

Steve Cross

## **Gwent Police Public Protection Unit**

Superintendent Rhiannon Kirk (replaced by Superintendent Martyn Dew)

## **Lay Adviser**

Sally Williams

## **Service Manager,**

## **Blaenau Gwent Children's Services**

Nigel Brown

## **Head of Corporate Communications,**

## **Gwent Police**

Stuart John

## **Director of Housing, Torfaen Borough Council**

Neil Howell

## **Senior External Relations Manager, Jobcentre Plus**

Geraint Lewis

## **Medical Director Gwent Forensic Mental Health Services**

Dr Stephen Hunter

## **MAPPA Coordinator, Gwent**

Gareth Hale

## **Manager Blaenau Gwent & Caerphilly Youth Offending Service**

Ron Boden

## **Serco Monitoring**

Andrea Chichester

## **Senior Nurse, Gwent Forensic Mental Health Services (retired)**

Nicky Kift

## **Designated Nurse Child Protection and LAC, NPHS, SE Wales Region**

Lin Slater

## **Torfaen Community Safety Partnership (retired)**

David Jeremiah

## **Area Children's Services Manager (no longer on SMB)**

Kevin Gibbs

## **Director of Housing, Newport City Homes**

Robert Lynbeck

## **Adult Services, Social Services**

Vacancy



# Contacts

## **Chair of Strategic Management Board**

Adam Gotley  
Assistant Chief Officer  
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Mamhilad Park Estate  
Pontypool  
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## **Police Lead Officer**

Detective Superintendent Martyn Dew  
Caerleon House  
Mamhilad Park Estate  
Pontypool  
NP4 0XJ

## **Prison Lead**

Steve Cross  
Governor HMP Usk  
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## **MAPPA Coordinator**

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