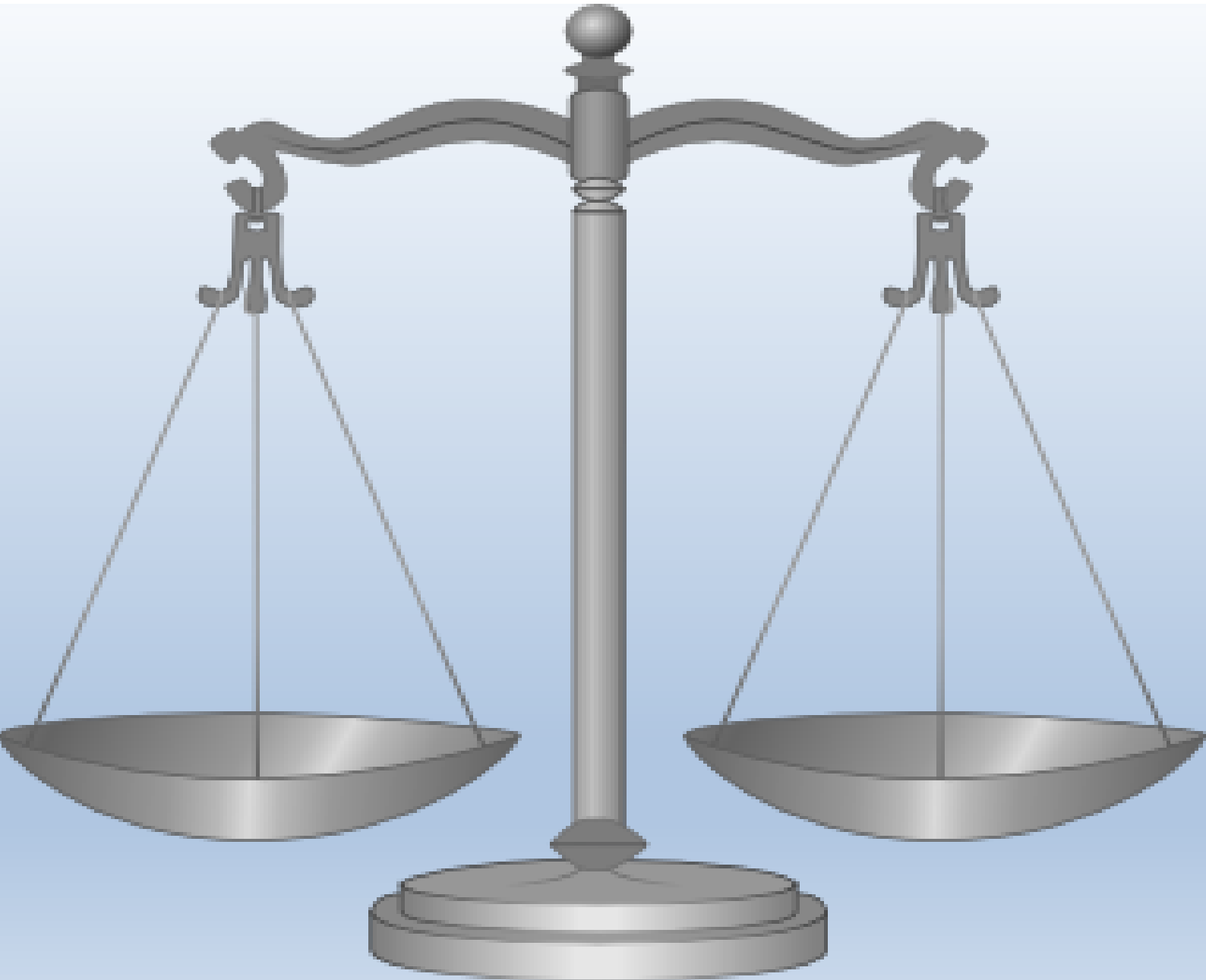




# DYFED - POWYS



## Annual Report 2016/17



# Intro

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## Responsible Authority Introduction

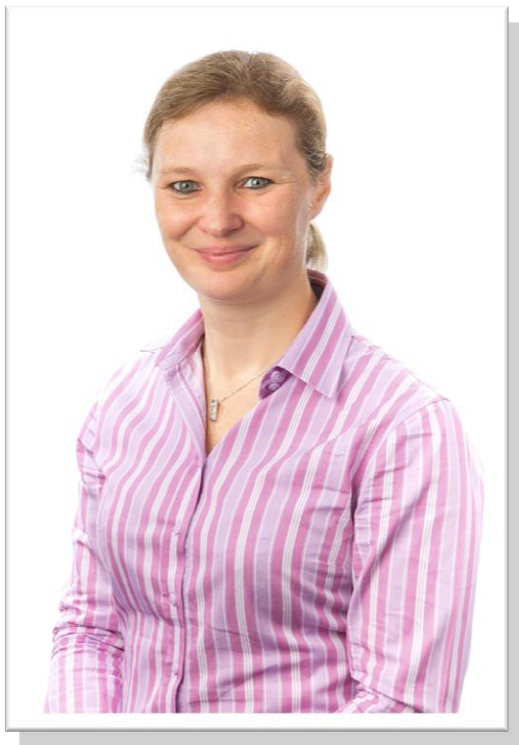
We are very pleased to introduce the Multi-Agency Public Protection Arrangements (MAPPA) Annual Report for Dyfed Powys, for 2016-17

This report reflects the hard work, and dedication of all agencies who engage with MAPPA, in protecting the public from offenders who pose the greatest risk of harm in our local communities.

In Dyfed Powys we recognise that no one agency should work in isolation when it comes to assessing and managing risk but should be built on a well-established set of arrangements, that allows agencies to work collectively in order to protect victims and the wider public from potential harm. To achieve this, we understand that good collaboration between agencies under MAPPA allows us to pull together the necessary intelligence, expertise and valuable contributions of partner agencies within a legal framework to help inform our understanding of the possible risk posed by offenders released into the community and how that risk will be managed in order to protect the public.

The details in this report, reflects the valued commitment of all agencies signed up to MAPPA, dedicated to protecting the public, while promoting safer communities in the Dyfed-Powys area.

We commend our report to you.



**Amy Rees**  
**Executive Director**  
**HM Prison and Probation Service in Wales**



**Mark Collins**  
**Chief Constable**  
**Dyfed Powys Police**

# 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 involving the higher risks of serious harm.

- **Level 1** involves ordinary agency management (i.e. managed by the lead agency with no MAPPA formal meetings);
- **Level 2** is where the active involvement of more than one agency is required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level.

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 2017</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	458	145	-	603
Level 2	7	0	1	8
Level 3	1	1	0	2
Total	466	146	1	613

<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	27	9	30	66
Level 3	11	2	1	14
Total	38	11	31	80

<b>RSOs cautioned or convicted for breach of notification requirements</b>	18
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<b>RSOs who have had their life time notification revoked on application</b>	2
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<b>Restrictive orders for Category 1 offenders</b>	
<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	46
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
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<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	5	4	2	11
Level 3	2	0	0	2
Total	7	4	2	13
<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>	101
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This figure has been calculated using the Mid-2016 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 2017 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2016 to 31 March 2017.

**(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 under ordinary agency (Level 1) arrangements rather than via 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.”) 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.

**(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.

**(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. It requires 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 done 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.

Individuals subject to indefinite notification 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 applies from 1 September 2012 for adult offenders.

On 21 April 2010, in the case of *R (on the application of F and Angus Aubrey Thompson) v Secretary of State for the Home Department [2010] UKSC 17*, the Supreme Court upheld an earlier decision of the Court of Appeal and made a declaration of incompatibility under s. 4 of the Human Rights Act 1998 in respect of notification requirements for an indefinite period under section 82 of the Sexual Offences Act 2003.

This has been remedied by virtue of the Sexual Offences Act 2003 (Remedial) Order 2012 which has introduced the opportunity for offenders subject to indefinite notification to seek a review; this was enacted on 30th July 2012.

Persons will not come off the register automatically. Qualifying offenders will be required to submit an application to the police seeking a review of their indefinite notification requirements. This will only be once they have completed a minimum period of time subject to the notification requirements (15 years from the point of first notification following release from custody for the index offence for adults and 8 years for juveniles).

Those who continue to pose a significant risk will remain on the register for life, if necessary. In the event that an offender is subject to a Sexual Offences Prevention Order (SOPO)/Sexual Harm Prevention Order (SHPO) the order must be discharged under section 108 of the Sexual Offences Act 2003 prior to an application for a review of their indefinite notification requirements.

For more information, see the Home Office section of the gov.uk website:

<https://www.gov.uk/government/publications/sexual-offences-act-2003-remedial-order-2012>



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## Her Majesty's Prison and Probation Service

HMPPS in Wales is committed to working in partnership with MAPPA agencies to prevent people becoming victims of serious harm. Making our communities safer is the highest priority for HMPPS in Wales, and the work undertaken through MAPPA is of critical importance to achieving this.

Victims and the public have a right to feel protected and safe. Whilst it is never possible to eliminate risk entirely, all reasonable steps need to be taken to reduce the risk of serious harm to the public from known offenders. MAPPA is designed to bring agencies together to help manage that risk and keep it to a minimum.

HMPPS in Wales and all of the agencies involved in MAPPA place the protection of the public as their highest priority and this report reflects the determination of all involved to ensure that this important area of work remains at the forefront. I am proud of our staff, their previous successes and their continued commitment to excellence for MAPPA in Wales.



**Amy Rees**  
**Executive Director**  
**HM Prison and Probation Service in Wales**

## A word from our SMB Chair

The responsibility to manage the MAPPA in every area of the country falls upon the Chief Officers of the Responsible Authorities. In order to fulfil this duty, there is the Dyfed Powys MAPPA Strategic Management Board ("SMB").

We are acutely conscious that we cannot protect the public without the commitment and sheer hard work of the countless staff in our and in other partner organisations. These dedicated people contribute to the successful work of MAPPA, and we would like to take this opportunity to publicly express our thanks to them. However, we also need to stress that public protection, and particularly the protection of the young and the most vulnerable in our society, is a responsibility everybody shares. We need, and rely upon, not only the public's help and co-operation, but also their understanding that this work requires a balanced, proportionate and, above all, a realistic and clear thinking approach.

In order to better respond to these demands, the **Public Protection Hub** was set up in Dyfed Powys Police Headquarters in February 2017 which is a collaborative approach towards the management of offenders. It includes staff from the National Probation Service and the Police. The Public Protection Hub also incorporates staff connected with other offender management schemes such as Integrated Offender Management (IOM), Multi Agency Public Protection Arrangements (MAPPA), Multi Agency Risk Assessment Conference (MARAC) co-ordinators, and MAPPA administration staff. This has led to greater and speedier information sharing and will lead to a more consistent approach in offender management across Dyfed Powys.

There was also the launch of the **Wales Integrated Serious and Violent Offender Management Pilot (WISDOM)** across the Dyfed Powys Force area on 15 July 2017. Multi agency co-location teams are integral to this approach and are established in local offices where much of work is done. This is an important initiative that takes into account the rural context of much of the Dyfed Powys area.

The SMB seeks to build on the progress made in establishing both the Public Protection Hub and the work of the WISDOM pilot going forward.



**Christine Harley**  
Her Majesty's Prison and Probation Service (Wales)  
LDU Head



**Lianne James**  
Dyfed Powys Police  
Assistant Chief Constable

# The Dyfed Powys MAPPA SMB

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The work of the MAPPA is overseen by the MAPPA Strategic Management Board; this is currently chaired by **Christine Harley** who is an Assistant Chief Executive of Her Majesty's Prison and Probation Service.

Other members of the Board are;

- Christine Harley HM Prison and Probation Service LDU Head (SMB Chair)
- Anthony Griffiths Detective Superintendent Criminal Investigation Department
- Ifan Charles Detective Chief Inspector Criminal Investigation Department
- Sharon Richards PCC Governance Manager
- Dafydd Llywelyn Police and Crime Commissioner (PCC)
- Liane James Assistant Chief Constable
- Lisa James Head of Offender Management
- Graham Barrett Governor HMP Swansea
- Gwyn Griffiths Ceredigion Youth Offending Service Manager
- Avril Bracey Head of Learning Disabilities and Mental Health (Carms CC)
- Nicola Rabjohn MAPPA Lay Advisor
- Caroline Noott Job Centre Plus
- Sue Thomas Head of Housing (Ceredigion)
- Sonia Mason Head of Adult and Children Safeguarding Powys Teaching Health Board
- Warren Lloyd Assistant Medical Director, MH and LD Hywel Dda Health Board
- Nicola Edwards Head of Safeguarding Children Hywel Dda Health Board
- Sian Passey Assistant Director of Nursing Assurance & Safeguarding
- Andrea Chichester Electronic Monitoring Service
- Deanne Martin Head of Community Rehabilitation Company Dyfed Powys
- Elfed Hopkins Head of Families and Children Services
- Sinéad Henehan Community Safety, Poverty, Regeneration Manager
- Sian Howys Service Manager
- Jane Hitchings Service Manager
- Cathy Richards Senior Safeguarding Manager
- Carys James Head of Adult Care and Commissioning (Ceredigion)
- Jason Bennett Head of Adult Care (Pembs)
- Joy Garfitt Assistant Director Mental Health Powys Teaching Health Board
- Michelle Forkings Operational Manager Powys Teaching Health Board
- Karen Arthur Safeguarding Lead for Adults (Powys)
- Richard Jones Advanced Nurse Pract Hywel Dda Health Board
- David Johnston Interim Children Lead (Powys)

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## Dyfed Powys Police

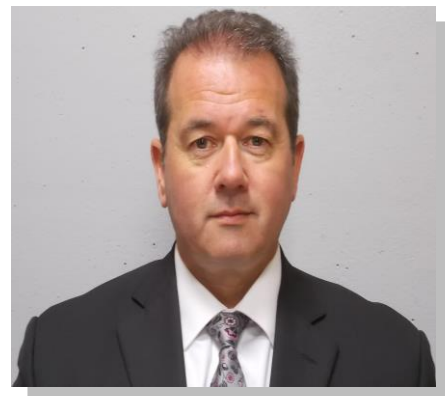
The Protecting Vulnerable People (PVP) Department within Dyfed Powys Police has experienced a continued growth in demand for both sexual offences and domestic abuse related incidents during the past 12 months, in line with other Forces in England and Wales.

Following a comprehensive review of protective, predictive and internal demand being undertaken, additional resources have been allocated to the Protecting Vulnerable People (PVP) Department to include, dedicated Child Sexual Exploitation (CSE) Investigators, CSE Co-ordinator and a CSE Intelligence Officer. Further increases, particularly concerning administrative staff are planned.

This report shows that the Multi Agency Public Protection Arrangements (MAPPAs) framework is integral to the assessment and management of violent and sexual offenders. In order to enhance the response to day to day offender management, Police resources have been amalgamated into Offender Management Teams, situated across the Dyfed Powys area, and overseen by Detective Supervisors. These teams manage the MAPPAs and IOM processes, in addition to the specialists dedicated to addressing Domestic Abuse.

The Management of Sexual and Violent offender officers (MOSAVO) have completed their training and received their certificates, which evidences their nationally recognised accreditation in this area of work. These officers professional development is also enhanced through quarterly meetings where best practice and areas for development are discussed. Additional specialist training has been afforded to all police staff within the offender management teams to further enhance the effectiveness in reducing the risks of re-offending. These teams are a key part of the Police response to the newly introduced 'Wales Integrated Serious and Dangerous Offender Management' (WISDOM) model with partner agencies. The WISDOM model has enabled a multi-agency approach to better manage risks posed by higher risk of harm offenders, including CSE perpetrators and serial and repeat Domestic Abuse perpetrators.

The Central Referral Unit (CRU) acts as a central hub to share information and hold strategy discussions with other agencies. A review and improvement plan has been delivered with key aspects such as the web based Multi-Agency Referral Form streamlining how information is shared with other agencies in a more timely fashion and reducing duplication of work. The creation of a Public Protection Hub, alongside the CRU, working jointly with other agencies has been established during the last year, being co-located at Police Headquarters, Carmarthen. The hub includes the MAPPAs Co-ordinator and administrative staff, together with IOM and MARAC Co-ordinators, Police and Probation Officers. Further discussions are ongoing with other agencies to explore potential for further opportunities to enhance multi-agency working. A Strategic Vulnerability Board, chaired by the Assistant Chief Constable and attended by the Chair of the Mid and West Wales Regional Safeguarding Board (CYSUR) ensures that there are strong governance structures in place to deliver on key priorities. The thirteen business areas within Protecting Vulnerable People have designated senior management leads and significant work has been undertaken in respect of raising awareness of vulnerability, including designated Vulnerability training, which has been delivered to all front line staff during the last 12 months.



**Anthony Griffiths**  
**Dyfed Powys Police**  
**Superintendent**

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## The Prison Service (HMP Swansea)

HMP Swansea's commitment to MAPPA and the Strategic Management Board remains high on our agenda. This ensures we are proactive in our approach to managing the men in our care back into the community and the risk they pose.

We pride ourselves on delivering an excellent level of screening to the men that come into custody via our Public Protection team. From there we escalate the cases of concern to our Interdepartmental Risk Management Team meeting where we ensure we invite external agencies and partners to share information appropriately and address these issues with a Multi-Disciplinary approach. We have recently been inspected by Her Majesties Chief Inspectors of Prisons where our public protection work was described as a slick management operation. Our Management team within OM are also engaging with the data collection process for WISDOM and are fully committed to supporting the pilot going forward

2017 has seen some exciting changes for the Prison Service, one of which would be the move from the National Offender Management Service to Her Majesties Prison and Probation Service which will be responsible for rolling out the government's reform programme to reduce reoffending and protect the public. Part of this reform will be to review how Offender Management in Prisons is conducted. The process is currently under review and Wales are due to start implementing the new model in the coming months. The new model will see an additional resource and restructure that will introduce a new Key worker role to each of the men and will be delivered by our Prison Officers. I'm hopeful that this change will ensure the understanding of Offender Management is prison wide and relevant information is shared appropriately. Additionally, we will further be supported by our probation colleagues with the introduction of a Senior Probation Officer as our Head of OMU Delivery that will sit on our senior management team. I'm confident that these changes will further support rehabilitation and is paramount to realising this vision.



**Graham Barrett**  
**HMP Swansea**  
**Governor**

## From the Office of the Police and Crime Commissioner for Dyfed Powys

I have worked hard to repay the faith our communities put in me a year ago and will continue to do so. I am pleased with some of the progress made in the last 12 months, but I am not complacent. There continues to be significant challenges ahead, and a lot of further important work to be done.

Safeguarding vulnerable people can be a complex area and often requires a multi-agency approach. One of the key delivery principles underpinning my Police and Crime Plan 2017-21 is 'working together'. Whilst the police play a key role, keeping our communities safe cannot be achieved by one agency alone. Partners must work collaboratively to prevent crime, reduce reoffending and safeguard our communities.

One of the priorities in my Police and Crime Plan 2017-21 is 'Safeguarding the vulnerable' and I will work with partners to improve the response to domestic abuse and gender-based violence. MAPPA is an excellent example of how agencies can work together to protect the public from serious harm from sexual and violent offenders.

I am represented at the MAPPA Strategic Management Board and am kept abreast of key issues and developments

For more information on the work of the Office of the Police and Crime Commissioner, please visit my website at [www.dyfed-powys-pcc.org.uk](http://www.dyfed-powys-pcc.org.uk).



**Dafydd Llywelyn**  
**Police and Crime Commissioner**



## Wales Community Rehabilitation Company (CRC)

Wales Community Rehabilitation Company (Wales CRC) is the organisation responsible for the delivery of Community Payback, Accredited Programmes and some Offender Management services in the Dyfed Powys region.

Whilst Wales CRC are primarily responsible for the management of low and medium risk of harm offenders, one of our core roles remains to protect the public while managing service users, including identifying any changes in risk and referring high risk cases to the National Probation Service. In addition, we deliver numerous offending behaviour interventions to the general offender population and some MAPPA offenders.

Wales CRC are a Duty to Cooperate agency within MAPPA, and continue to play a key role within the MAPPA Strategic Management Board, as well as working in collaboration with MAPPA operationally. Within Dyfed Powys, we are delighted that Wales CRC has a strong and purposeful relationship with the MAPPA responsible authorities which assists in the joint management of offenders. Wales CRC also play a key role in the Integrated Offender Management strategy across Wales and within the Dyfed Powys region working closely with Dyfed Powys Police, the National Probation Service and a broad range of partners.

Since 2015, Wales CRC has also been responsible for delivering resettlement services to those Welsh prisoners serving 12 months or less in custody. We work closely with other providers such as St. Giles Trust and Safer Wales (Women's estate) to deliver much needed support to this difficult cohort in order to reduce the risk of reoffending individuals present. These services, within the coordination of the MAPPA framework, can help enhance the plans devised by MAPPA panels to reduce risk and make our communities safer.



**Deanne Martin**  
**Assistant Chief Executive – Wales CRC**

## Lay Advisors Report

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This has been my third year as a Lay Advisor to the Dyfed Powys MAPPA Board and has been an exciting year for MAPPA in relation to developing the Hub concept.

The aim of the Hub is to streamline and sharpen the way in which the different stakeholders, Probation, Police, Health, Local Authorities and other key agencies work effectively to inform and manage information flows and ensure robust risk management of high-risk offenders.

When I first started as a Lay Advisor to the board, one of the questions I asked was about the way in which very sensitive information about high-risk individuals is gathered and shared between stakeholders with different systems and roles. While it is still early days in terms of being able to objectively measure the advantages of this approach, the indications are positive and it is starting to change the way agencies interact to manage risks.

During this last year I have been able to attend as many case review meetings as I would have wanted, due to other commitments. However the standard of interaction and information shared in those I have attended is commendable. There is a real sense of shared purpose and commitment even against a backdrop of stakeholder organisations experiencing real challenges both related to constrained budgets and staffing pressures.

The effectiveness of the Dyfed Powys Strategic MAPPA board is only as good as the local work by responsible agencies and their partners at a local level in the diverse areas of Carmarthenshire, Ceredigion, Pembrokeshire and Powys.

I am delighted that a current recruitment process for a second Lay Advisor is in place. This will provide a fresh and different perspective for the Board and support the important and largely unseen work of MAPPA in keeping the public safe.



**Nicola Rabjohns**  
**Lay Advisor Dyfed Powys**  
**MAPPA Strategic Management Board**



All MAPPA reports from England and Wales are published online at:

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

National  
Probation  
Service

