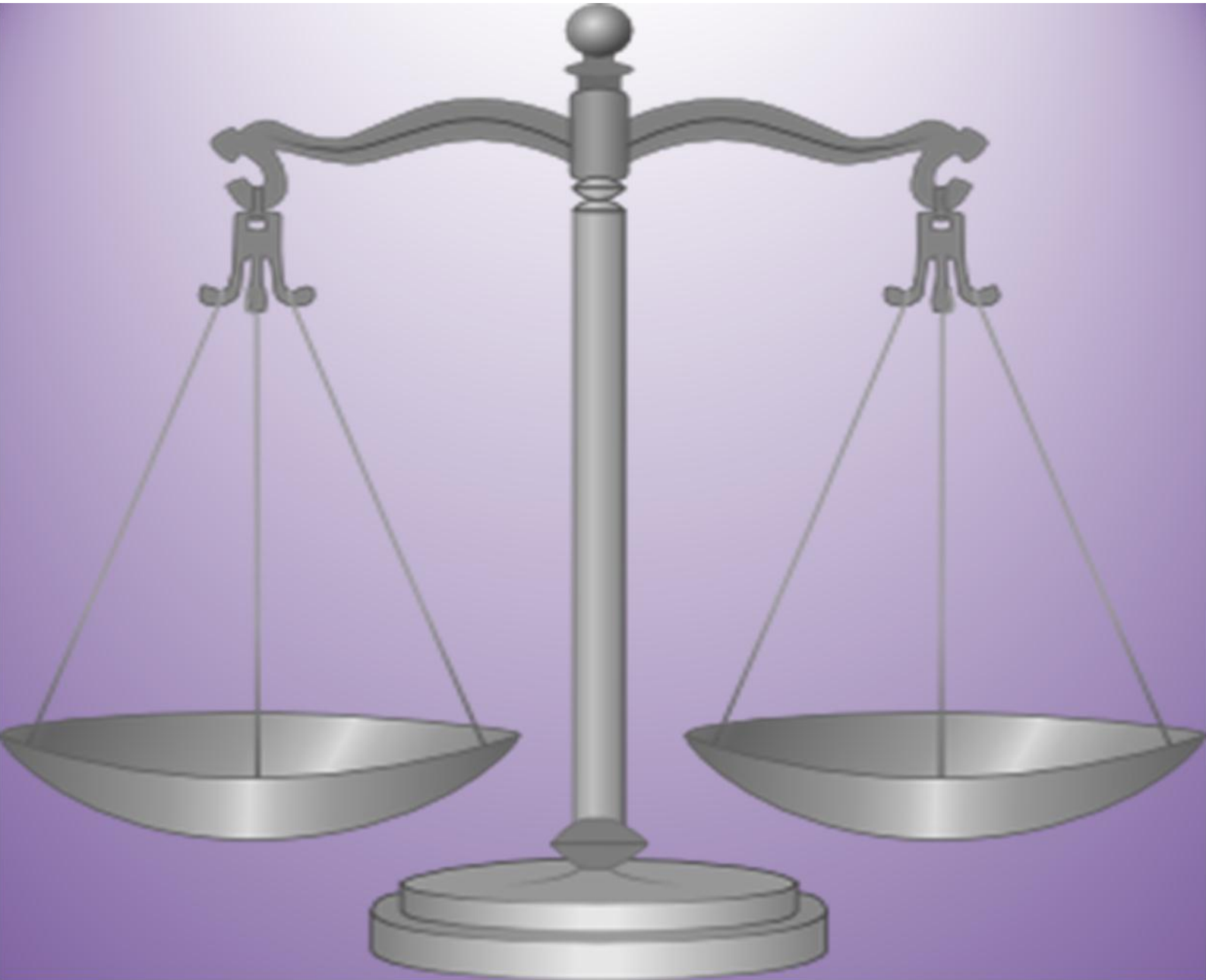




Multi Agency Public Protection Arrangements

NORTH WALES



Annual Report 2018 - 2019

Introduction

We are pleased to introduce the 2018/19 MAPPA Annual Report for the North Wales 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 four 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 North Wales 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.



Ian Barrow
Director
National Probation Service

What is MAPPA?

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

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2019				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	911	168	–	1079
Level 2	33	64	26	123
Level 3	2	4	0	6
Total	946	236	26	1208

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	33	49	23	105
Level 3	3	6	1	10
Total	36	55	24	115

RSOs cautioned or convicted for breach of notification requirements	24
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RSOs who have had their life time notification revoked on application	6
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	80
SHPO with foreign travel restriction	0
NOs	2

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	1
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Level 2 and 3 offenders returned to custody				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	12	17	6	35
Level 3	0	1	0	1
Total	12	18	6	36
Breach of SOPO				
Level 2	1	-	-	1
Level 3	0	-	-	0
Total	1	-	-	1

Total number of Registered Sexual Offenders per 100,000 population	152
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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

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 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 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

MAPPA: Day to day practice

My current role as a Probation Officer within the National Probation Service naturally lends itself to multi agency risk management and this is a vital part of what we do as a service. On a daily basis my role involves the management and supervision of offenders in the community and custody who have committed serious violent and sexual offences. I am responsible for ensuring a service users' Court Order or licence is successfully completed. This is achieved via comprehensive risk assessments that take a holistic view of the service user and gather relevant information in order to generate a sentence plan. In order to generate a robust risk assessment and risk management plan, MAPPA is a key element that will contribute and shape this. Working in collaboration with other agencies is a necessary part of the assessment and planning process as the National Probation Service cannot work in isolation.

While most of my service users automatically reach the criteria for MAPPA Level 1, I will often consider a referral to MAPPA Level 2 or 3 when it is apparent the offender has additional complex needs and/or there are multiple services engaging with the service user at one time. The needs of the individual can vary, however complex needs can involve mental health, homelessness, child safeguarding and substance misuse issues. The MAPPA platform allows for agencies such as Police, Mental Health, Social Services, Drug and Alcohol Services and Homelessness Prevention Teams to collaboratively work together to generate a risk management plan that is time bound and reviewed. My role is to then implement the plans via interventions with service users in 1:1 supervision sessions and engagement with partnership agencies. Often Probation Officers can experience barriers to progressing actions, however within the MAPPA arena the minutes and action logs make it clear as to who is responsible for what and when by. Whilst the framework of MAPPA has introduced 'Responsible Authorities' and 'Duty to Co-operate Agencies', collaborative working and general information sharing is not without its barriers. The Chair, the Co-ordinator and the Strategic Management Board are therefore actively able to break down these barriers through actively encouraging joint working.

I have found attending MAPPA meetings with various agencies including statutory and third sector agencies, has allowed for networking with the various representatives from each individual agency, creating a foundation for future collaborative working. This has helped to create a positive culture conducive to multiagency working outside of the MAPPA arena. This in turn aids public protection as well as reducing offending. Overall, for a Probation Officer MAPPA is a vital part of managing service users in a collaborative manner, ensuring best practice and risk management.

Lucy Jones
Probation Officer

Managing risk together

Isle of Anglesey County Council have employed a Prisoner Re-settlement officer since 2015. The aim of this role is to support prisoners who are due to be released from prison and are of no fixed abode in order to secure accommodation upon their release. This is a challenge in itself given the level of risk that some prison leavers present to our communities and residents. Inevitably, everyone needs accommodation and through this, we work very closely with our Probation and Police colleagues in order to manage risk and as smooth of a transition from prison to home as possible.

Homelessness is a key factor to higher levels re-offending. We work on ethos of intervening early and preventatively, ensuring as much lead time as possible when planning a prisoners' release. With this, internally we have developed a Prisoner Re-settlement accommodation group which includes Housing Options, our private sector landlord liaison officer and housing management team. Joint decisions are encouraged and a clear pathway for each prisoner is developed through carefully considered actions and follow up. Some prison leavers have gone straight into accommodation upon their release, which has proven positive in most cases and to a degree, reduced re-offending. The support of our private sector landlords is integral to relieving prison leavers homeless threat, to which we are grateful for.

We cannot underestimate the value of true partnership working and this occurs through sharing information,

intelligence and knowledge at the earliest opportunity. With less resource and funding through austerity measures, partnership working is integral to share workload. The first part of 2019 saw housing, North Wales Police and Probation presenting to a cohort of Elected Members, internal county council staff and external partners on the subject of MAPPA. This presentation focused on how we jointly manage Registered Sex Offenders within the community from a securing accommodation perspective through to community based observation via the police. A difficult and contentious subject, however it was well received and attendees were re-assured of the carefully monitored multi-agency case management behind each MAPPA case on Anglesey.

Anglesey MAPPA has demonstrated strong collaboration and working links with various partners over the last 12 months. Going from co-working on the pilot Wisdom, specific extraordinary partnership meetings with some of our most chaotic and high risk prison leavers through to strategically planning prison leavers through our newly created prisoner re-settlement group.

Llinos W. Williams
Community Housing Service Manager

What is Offender Management in Custody (OMiC)?

- Offender Management is the way the prison and probation case manage offenders – from court into prison (or community sentence) and back out into the community on licence.
- Case management features are: to assess, plan, coordinate the delivery of the sentence plan, manage risk, review and evaluate.
- The current model has been in place since 2005 with some great successes in the community but with fundamental flaws in approach to custodial sentences.
- Prison has unique features both in terms of process (e.g considerations of risk of escape and early release) and environment (e.g isolation and time) which create specific opportunities and challenges.
- The Offender Management in Custody model has a clear vision that everyone in prison should have the opportunity to transform their lives by using their time in custody constructively to reduce their risk of harm and reoffending; to plan their resettlement and to improve their prospects of becoming safe, law-abiding and valuable members of society.
- OMiC moves responsibility for case management into the prison for prisoners serving longer sentences. This enables better quality assessment and sentence planning co-ordination.

Phase 1: Keyworker

This is an integral part of being a Band 3 Prison Officer:

- They are trained to coach and support approximately six prisoners through their custodial sentence and provide a positive role model of trust and accountability
- Key worker's will meet weekly with the prisoners they are responsible for and record meetings, discussions and their progress on NOMIS. The focus of this role is to reduce the negative effects of imprisonment by coaching, guiding and encouraging in order to:
 - provide stability within prisons
 - give prisoners 'head-space' to engage with their own rehabilitation

- allow them to progress through their sentence

Phase 2: Case Management

- The OMiC case management model moves responsibility for managing offenders in custody from Community Offender Managers (COM) to Prison Offender Managers (POM) for any offender managed by the National Probation Service who receives a sentence with more than 10 months left to serve.
- The caseloads for Community Offender Managers will look significantly different in the future with the majority of their cases in the community or about to leave prison. This will enable a clearer focus on work on the community and for custody cases on the critical handover periods.
- **Short term custody cases** (less than 10 months left to serve at sentence) - Responsibility remains with the COM including assessments. They will receive support from the Prison Offender Manager (POM) for assessments such as Release on Temporary Licence, Home Detention Curfew and handover at the end of the custodial period.
- **Long-term cases** The POM will be responsible for the case and input from the COM will commence during the resettlement/parole phase (7.5/8 months prior to release/on-tariff parole). They will be expected to liaise with the POM during this time, ensuing best practice in information sharing and gaining a good understanding of the case.

MAPPA

- MAPPA has not been re-designed under OMiC, existing MAPPA guidance remains unchanged.
- The POM retains responsibility for completion of the MAPPA F and the COM remains responsible for attending MAPPA meetings.
- For determinate MAPPA Level 2/3 cases, the decision to manage at Level 2 or 3 triggers immediate handover to COM responsibility.
- It is important that in cases where there is no Community Offender Manager that partner agencies pass any concerns or risk information to the Offender Management Unit in the prison so

that consideration can be given to whether the case requires early re-assignment to the Community for Level 3 management.

- **OMiC in Wales** In Wales OMiC Case Management was implemented for Welsh men in Welsh prisons in February 2019. At HMP Berwyn we currently hold full case responsibility for 94 Welsh prisoners. As Wales was an early adopter of the model we have been able to test many of the processes and feed our learning back to the National OMiC Implementation Team. On 2nd November 2019 the full Case Management element of OMiC will be rolled out for English men.

**Emma Brett
HMP Berwyn**

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

www.gov.uk

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