



Multi Agency Public Protection Arrangements

# SOUTH WALES



# Annual Report 2018-19



# Intro

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## **Matt Jukes, Chief Constable, South Wales Police**

I am committed to ensuring that protecting the most vulnerable in our communities remains the key priority for South Wales Police. Part of this work is through the management of sexual and violent offenders and the risks they pose. Success can only be achieved through a partnership approach and the hard work of all involved, who are determined to keep reoffending rates low. Thank you for your work, together we will continue to keep the communities of South Wales safe.



## **Ian Barrow, Director of National Probation Service Wales**

We are pleased to introduce the 2018/19 MAPPA Annual Report for the South 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 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 South 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



# 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: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1634	481	-	2115
Level 2	17	36	6	59
Level 3	1	4	2	7
Total	1652	521	8	2181

<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	101	113	51	265
Level 3	6	10	6	22
Total	107	123	57	287

<b>RSOs cautioned or convicted for breach of notification requirements</b>	34
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<b>RSOs who have had their life time notification revoked on application</b>	8
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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	138
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>	4
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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	6	5	1	12
Level 3	0	0	1	1
Total	6	5	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>	140
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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

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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 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

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## **WALES INTEGRATED SERIOUS AND DANGEROUS OFFENDER MANAGEMENT ( WISDOM)**

The aim of WISDOM is to reduce re-offending and the risk of serious harm via a multi-agency team comprising Police, National Probation Service (NPS), Forensic Psychological Service and other local partners working together.

WISDOM works with offenders subject to community supervision, licence supervision and those who are not on statutory supervision to reduce the risk, harm and threat they pose. Whilst WISDOM is primarily Police and National Probation Service led, it operates within a multi-agency environment that works with and draws upon, the services of other partner agencies to manage risk.

Through the combined efforts of all the partners, WISDOM teams will work with a select cohort of individuals who have committed an offence, and/or their behaviour gives reasonable grounds for believing that there is a likelihood of significant risk of re-offending and of causing serious harm.

The type of offenders that fall within the WISDOM definition of high risk of causing serious harm includes;

- Sexual and violent offenders
- Priority domestic abuse perpetrators
- Serious and organised crime nominals,
- High risk foreign nationals amongst other dangerous priority groups

The WISDOM programme has been designed and is intended to compliment Multi-Agency Public Protection Arrangements (MAPPA) and act as a support to MAPPA in the day to day management of offenders. The referral process for selection onto WISDOM includes completion of a MAPPA level 2/3 referral and the risk management of these cases falls

within the 4 Pillars format of Supervision, Monitoring, Interventions and Victim safeguarding.

WISDOM's first pilot site in 2016 was in CwmTaf, in Northern BCU, Eastern BCU followed suit by setting up a site in Cardiff in 2018. In April 2019 the pilot phase came to an end, during which time it has been evaluated by academics from Nottingham University, and WISDOM became "business as usual".

On 23/9/2019 an All South Wales WISDOM event took place in Cardiff to mark the intended launch of WISDOM sites in the remaining areas of South Wales in Swansea, Western BCU and Bridgend and the Vale of Glamorgan, Central BCU. In addition to NPS and South Wales Police. The event was attended by a number of agencies falling under the category of Duty to Co-operate within MAPPA including, Health, Local Authority Housing, Registered Landlords , Social Services , Department of Work and Pensions and Substance Misuse Services . Presentations were delivered by The Head of Public Health in CwmTaf on "Intergenerational Trauma" and the bespoke Rhondda Cynon Taff WISDOM Housing project which was set up under the model of "Housing First" to accommodate some offenders within the WISDOM Cohort. There was a "live" presentation of a psychological formulation, the findings of the evaluation which has concluded positive outcomes for WISDOM and finally case studies from the sites of CwmTaf and Cardiff.

Following the Conference there is a clear intention to roll out WISDOM across the whole of the South Wales area with Swansea being next in October 2019

# **Strategic Management Board of MAPPA:**

## **South Wales Area**

The SMB is responsible for MAPPA activity in its area. This will include reviewing its Operations for quality and effectiveness and planning how to accommodate any changes as a result of legislative changes, national guidance or wider criminal justice changes. The Secretary of State retains the power to issue guidance to the Responsible Authority on the discharge of its functions under MAPPA. The SMB are responsible for the implementation of the MAPPA Guidance in their area, in line with local initiatives and priorities.

### **Co-Chairs:**

**Jon Drake                    ACC, South Wales Police**

**Eirian Evans                LDU Head, National  
Probation Service**

**Helen Ryder                Governor, HMP Cardiff**

### **Members:**

**Andrea Chichester, EMS  
Anne Batley, RCT CBC Children's Services  
Debra Driffield, City and County of Swansea, SSD  
Chris Fox, Cardiff City & County Council, Housing  
Claire Marchant, Cardiff City and County Social Services  
Dave Howes, City & County of Swansea, SSD  
Graham Martin, Lay Adviser  
Kevin Morgan, DWP  
Louise Mann, Cwm Taf Morgannwg UHB  
Jason Davies, South Wales Police  
Paula Barnett, Youth Offending Service  
Lynda Williams, Cwm Taf Morgannwg UHB  
Jayne Tottle, Cardiff & Vale UHB  
Claire Irwin, MAPPA Co-ordinator  
Jodie Denniss, Swansea Bay UHB  
Ruth McCann, G4S / HMP Parc  
Stuart Mander, Gwalia**

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

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