



Multi Agency Public Protection Arrangements

DYFED-POWYS



Annual Report 2019/20

Introduction

We are pleased to introduce the 2019/20 MAPPA Annual Report for the Dyfed-Powys Multi-Agency Public Protection Arrangements Strategic Management Board.

2020 has been a year of great challenge following the breakout of the COVID-19 global pandemic. It has impacted upon many organisations and has consequently led to changes in the way services are conducted. However, during these unprecedented times, the effectiveness of MAPPA has not been impacted. This is due to the commitment from all organisations involved in ensuring that public protection is our utmost priority to keep our communities safe.

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. This is supported by the valued contribution of the Duty to Co-operate and other agencies. 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 Dyfed-Powys and we would like to thank all our partners who have contributed to these arrangements over the last year. The breadth of experience and expertise in managing MAPPA cases is exceptional and there is no doubt of the commitment agencies demonstrate to achieve the highest of standards. We also trust that this report illustrates the commitment and professionalism of our staff whose demanding and complex work rarely receives public attention. Their dedication is key to ensuring our communities remain safe.

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



Nicola Davies,
Wales Divisional Director
National Probation Service

Message from Chief Constable Mark Collins QPM

“In my final year as Chief Constable of Dyfed Powys Police I am pleased to present the Multi Agency Public Protection Arrangements (MAPPA) report for 2019-2020.

I remain as committed as ever to ensuring Dyfed Powys Police continue to fully support the MAPPA process which has demonstrated the importance of working collaboratively with our partners to effectively manage the risks posed by violent and sexual offenders.

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

The management of violent and sexual offenders continues to be ever increasing area of business as we improve or response to tackling crime and place an emphasis on seeking management opportunities that reduce the risk of re-offending whilst in the community. This year has seen the effective use of civil orders to impose restrictions key to assisting offenders steer clear from triggers to offending.

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



A handwritten signature in black ink, appearing to read 'M. Collins'.

Mark Collins QPM
Chief Constable – Heddlu Dyfed-Powys
Police

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 2020				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	509	114	-	623
Level 2	5	2	3	10
Level 3	0	0	0	0
Total	514	116	3	633

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	19	24	15	58
Level 3	6	2	1	9
Total	25	26	16	67

RSOs cautioned or convicted for breach of notification requirements	23
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RSOs who have had their life time notification revoked on application	5
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	46
SHPO with foreign travel restriction	0
NOs	0

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	3	8	4	15
Level 3	0	0	0	0
Total	3	8	4	15
Breach of SOPO				
Level 2	1	-	-	1
Level 3	2	-	-	2
Total	3	-	-	3

Total number of Registered Sexual Offenders per 100,000 population	110
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This figure has been calculated using the Mid-2019 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 2020 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2019 to 31 March 2020.

(a) MAPPA-eligible offenders – there are a number of offenders defined in law as eligible for MAPPA management, because they have committed specified sexual and violent offences or they currently pose a risk of serious harm, although the majority are actually managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

(b) Registered Sexual Offenders (RSOs) – those who are required to notify the police of their name, address and other personal details and to notify of any subsequent changes (this is known as the “notification requirement.”) These offenders are assessed and managed by the police. They may also be managed by probation or health services if they are subject to licence or a hospital order. Failure to comply with the notification requirement is a criminal offence that carries a maximum penalty of 5 years’ imprisonment.

(c) Violent Offenders – this category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for registration. These offenders are assessed and managed by the National Probation Service, Youth Offending Team or Mental Health Services.

(d) Other Dangerous Offenders – offenders who do not qualify under the other two MAPPA-eligible categories, but who currently pose a risk of serious harm which requires management via MAPPA

meetings. These offenders are assessed and managed by whichever agency has the primary responsibility for them.

(e) Breach of licence – offenders released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If these conditions are not complied with, breach action will be taken and the offender may be recalled to prison.

(f) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction). Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders. They are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. They require the offender to notify their details to the police (as set out in Part 2 of the 2003 Act) for the duration of the order.

The court must be satisfied that an order is necessary to protect the public (or any particular members of the public) in the UK, or children or vulnerable adults (or any particular children or vulnerable adults) abroad, from sexual harm from the offender. In the case of an order made on a free standing application by a chief officer or the National Crime Agency (NCA), the chief officer/NCA must be able to show that the offender has acted in such a way since their conviction as to make the order necessary.

The minimum duration for a full order is five years. The lower age limit is 10, which is the age of criminal responsibility, but where the defendant is under the age of 18 an application for an order should only be considered exceptionally.

(g) Notification Order – this requires sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court

for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.

(h) Sexual Risk Order (including any additional foreign travel restriction)

The Sexual Risk Order (SRO) replaced the Risk of Sexual Harm Order (RoSHO) and may be made in relation to a person without a conviction for a sexual or violent offence (or any other offence), but who poses a risk of sexual harm.

The SRO may be made at the magistrates' court on application by the police or NCA where an individual has committed an act of a sexual nature and the court is satisfied that the person poses a risk of harm to the public in the UK or children or vulnerable adults overseas.

A SRO may prohibit the person from doing anything described in it, including travel overseas. Any prohibition must be necessary to protect the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

An individual subject to an SRO is required to notify the police of their name and home address within three days of the order being made and also to notify any changes to this information within three days.

A SRO can last for a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed).

The criminal standard of proof continues to apply. The person concerned is able to appeal against the making of the order and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

A breach of a SRO is a criminal offence punishable by a maximum of five years' imprisonment. Where an individual breaches their SRO, they will become subject to full notification requirements.

Individuals made subject of a SRO are now recorded on VISOR as a Potentially Dangerous Person (PDP).

(i) Lifetime notification requirements revoked on application

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place that allows qualifying sex offenders to apply for a review of their notification requirements. Persons do not come off the register automatically. Qualifying offenders may submit an application to the police to review their indefinite notification requirements. The police review the application and decide whether to revoke the notification requirements. This decision is made at the rank of Superintendent. Those who continue to pose a significant risk will remain on the register for life, if necessary.

Individuals will only become eligible to seek a review once they have been subject to indefinite notification requirements for a period of at least 15 years for adults and 8 years for juveniles. This applied from 1 September 2012 for adult offenders.

Local page

Emma Ackland, Assistant Chief Constable and SMB Chair

The Dyfed Powys MAPPA Strategic Management Board (SMB) is responsible for providing strategic oversight of the MAPPA process within Dyfed Powys Police.

The Responsible Authorities and Duty to Cooperate agencies have a statutory duty to work closely to effectively manage sexual and violent offenders to support rehabilitation and safeguard our communities from further harm. Since joining Dyfed Powys Police in May 2020 and, subsequently taking over as SMB Chair, I have appreciated the level of commitment and motivation of all members in working together to deliver vital services.

The lay advisers continue to provide independent scrutiny and appropriate challenge to the SMB. I am grateful for this as it enables us to continue to improve our approach and in turn strengthens the effectiveness of the partnership.

2020 has been a challenging year and the Covid-19 Pandemic has tested all partner agencies in a variety of ways and many people have had to be flexible and find new ways of problem solving together - virtually. I am impressed with the professionalism, enthusiasm and dedication that has been demonstrated by fellow SMB members and their respective strategic, tactical and operational leads.

I would like to seize this opportunity to offer my sincere thanks, in recognition of the continued commitment and positive engagement in the MAPPA process within Dyfed Powys.

Her Majesty's Prison and Probation Service (HMPPS):

Amanda Corrigan, Governor - HMP Swansea

Christine Harley, Head of Dyfed-Powys Probation Delivery Unit

Protecting the public remains a priority for Prison and Probation Services (HMPPS) in Dyfed Powys and participation in the MAPPA process and engagement with the Strategic Management Board are of high importance. HMPPS has benefited from good partnership work with other agencies in the management of offenders.

This is demonstrated by the commitment of partners to attend meetings, which are sometimes called at short notice, to ensure that we have robust risk management plans in place.

As a result of COVID the multi-agency meetings have had to adapt to remote working, but we have found this has been equally effective in the management of MAPPA nominals. We have benefited from the MAPPA Quality Assurance processes and MAPPA Chair meetings to provide support and opportunities to discuss operational matters and to improve practice. NPS has managed the transition of offender management into the National Probation Service and staff have benefited from the training and support to manage cases of this nature. In addition, we have continued to work with our prison colleagues, and the OMIC model has continued to be embedded.

This includes the Prison Offender Managers (POMs) have received a MAPPA briefing so better understand how to support and manage sex and violent offenders through prison and into the community. This also supports resettlement work as information is shared between the community and OMU in custody. As a result of OMIC being embedded there is better relationships with prisoners and key workers within custody on these processes. All of this has attributed to a better contribution of HMPPS to MAPPA within Dyfed Powys.

Jayne Butler, Detective Superintendent, Dyfed Powys Police

During 2020 we embedded the Public Protection Hub within Dyfed Powys Police headquarters, this provides a centralised team of specialist staff from Police and the National Probation Service. This framework provides governance and co-ordination for MAPPA and all other offender management processes across the mid and west Wales area. This ensures there is an effective and cohesive approach to the identification and management of risk and clear pathways for information sharing and safeguarding. The Hub provides a link to the Police and Probation teams based across the Force area who deliver the operational day to day management of offenders.

The work carried out for the annual Force Management Statement, forecasts a continued upward trajectory of the number of offenders convicted for sexual offences, and therefore a corresponding continued growth in the numbers of offenders being managed within the MAPPA structures. As a result, the future resourcing of offender management teams will be augmented to ensure there is sufficient resilience to respond to the increasing demand.

The Sexual and Violent offender officers (MOSAVOs) remain closely supported by other policing teams. These include the Digital Media and Cybercrime Investigators, who can scrutinise and monitor the use by offenders of telecommunications and the internet. Increased funding has been sourced and this will provide additional capacity and capability to identify online offending in the forthcoming period.

The management of offenders is supported by policing teams within each of the Counties to enhance the work of MOSAVOs and ensure compliance with restrictive orders, while the Neighbourhood policing teams play an important role in supporting the work of specialist staff from all agencies within MAPPA. This has resulted in many successful outcomes, both in deterring further offending and also in identifying and addressing breaches of restrictive orders and notification requirements.

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

Lay Advisers to the Dyfed Powys MAPPA SMB

During the year we have continued to add value to and be a critical friend within the MAPPA process by:

- Attending MAPPA SMB meetings, providing feedback on our experiences, participating in discussions and providing challenge as appropriate
- Attending MAPPA Level 1, 2 and 3 Meetings across the region during which we have provided challenge as appropriate and fed back to Chairs on proceedings when requested to do so.
- Continuing to participate in Case File Audits.
- Assisting in the review of MAPPA documentation to ensure its fitness for purpose.
- Identifying the need to consider revising Key Performance Indicators to better capture the impact of MAPPA arrangements upon the risk management of MAPPA nominals and the safety of victims and then contributing to a review of local Key Performance Indicators.
- Taking opportunities to link with other MAPPA Lay Advisers in England and Wales to obtain a wider national perspective of MAPPA arrangements.
- Sharing examples of good practice from other regions and providing feedback to SMB for agencies to reflect upon.

It has become clear that the most significant challenge in all parts of the region has been the availability of, and the ability to secure, suitable accommodation for offenders:

- A general lack of accommodation in suitable areas in both social housing and the private rented sector
- A lack of specialist supported accommodation offering additional lower level support
- An insufficient number of higher support residential placements
- The impact of homelessness upon maintaining risk management plans

- The impact of differential housing allocation policies adopted by individual local authorities and registered social landlords in facilitating movement of offenders within and between areas
- The increased number of MAPPA Level 3s and Level 2s being held as a result of accommodation requirements not being met.

The work being done at a national level to develop an accommodation strategy to try to address the accommodation issues is welcomed but is concerning that the work is unlikely unfortunately to provide solutions in the short term.

The challenges of multi-agency working and maintaining robust Risk Management Plans in the face of the Covid-19 Pandemic were just emerging at the end of the 2019/20 period, however it was already being seen that agencies were having to adapt quickly to minimise service interruption. It was encouraging to see that in these early stages, systems were being revised to minimise community risk.

Nicola Rabjohns and Lyn Hambidge, MAPPA Lay Advisers

Dyfed-Powys MAPPA Coordinator

I would like to thank the Lay Advisers, responsible authority colleagues (including MAPPA Chairs and Administrators), duty to co-operate agencies and others involved in MAPPA for their support in ensuring the process continued to run efficiently and effectively during the early stages of the COVID-19 pandemic; and the fast-paced changes which had to take place as a result.

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