



Multi Agency Public Protection Arrangements

NORTH WALES



Annual Report 2019 - 2020

Intro

We are pleased to introduce the 2019/20 MAPPA Annual Report for the North Wales Wales 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 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.



Nicola Davies
Wales Divisional 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 2020				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	979	166	-	1145
Level 2	24	42	13	79
Level 3	1	2	0	3
Total	1004	210	13	1227

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	22	26	11	59
Level 3	1	2	0	3
Total	23	28	11	62

RSOs cautioned or convicted for breach of notification requirements	29
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RSOs who have had their life time notification revoked on application	15
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	96
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)	0
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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	14	20	7	41
Level 3	0	1	0	1
Total	14	21	7	42
Breach of SOPO				
Level 2	1	–	–	1
Level 3	0	–	–	0
Total	1	–	–	1

Total number of Registered Sexual Offenders per 100,000 population	161
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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

GPS TAGGING

GPS tagging is the use of satellite-enabled ankle tags to monitor a person's whereabouts, either for the purpose of monitoring compliance with other conditions, or for the sole purpose of monitoring the whereabouts of an individual. The tag monitors the subject's location 24 hours a day.

They can be used to: -

1. monitor compliance with exclusion zones from a specific address to a large area and can be tailored to be in action for 24 hrs per day or at specific times – e.g. school start and end times or based on a victim's work pattern.
2. Monitor attendance at an activity or appointment
3. Monitor the whereabouts of the wearer generally which enables us to know exactly where the subject has been, when and for how long
4. Monitor the compliance with a curfew, along side any of the above requirements. If an individual is subject solely to an electronically monitored curfew this device would not be used.

Individuals subject to a variety of Court Orders and licences can be monitored this way and the tags can be used to

- Reduce the risk of reoffending
- Reduce the risk of absconding
- Manage the risk to victims, including DV cases

Location monitoring could be used to support:

- **Punishment:** Creating a more robust and demanding community sentence by increasing the intensity of monitoring, potentially by combining location monitoring with curfew.
- **Deterrence:** Increasing the probability of detection in the event of breach of an exclusion zone/further offending or monitoring of a subject's location (via trail monitoring once available), may deter further offending, not least because monitoring could associate them with additional crimes or

associates. In the event of a breach, location monitoring will provide robust evidence to support enforcement action.

- **Rehabilitation:** Providing an excuse not to associate with peers involved in criminal activity or visit places associated with criminal activity, could interrupt offending behaviour and provide space for interventions to address the causes of offending.
- **Risk management:** Location monitoring can provide evidence of increased or new risk linked to harm or reoffending. It also allows risk factors, such as contact with vulnerable or anti-social people or gravitation back to offending lifestyles, to be monitored and challenged.

Notification of breaches of restrictions are received quickly therefore enabling prompt enforcement. (HMPPS & EMS August 2020)

I have managed an individual subject to trial monitoring which enabled me to request confirmation of his whereabouts at specific times of the day to verify information provided by him. In this case the ability to have this information quickly was useful as there were concerns over his compliance and general whereabouts. With the information available from the GPS tagging company, issues of concern were quickly addressed, and relevant actions taken which informed the Risk Management Plan.

As a practitioner I have also managed an individual subject to an exclusion zone. Due to the Probation office being located within the exclusion zone, it was still possible for him to attend the office for appointments as this was monitored via the tag. On each occasion, I was notified promptly and should this have been a genuine breach, swift enforcement would have been possible.

Paula Hughes
Probation Officer

Offender Personality Disorder (OPD) Pathway

Wales Offender Personality Disorder Pathway (OPDP) provides a service to the Offender Manager (OM) by supporting them to develop a more psychologically informed understanding of the service users' presentation referred to as a formulation. Within the team there are a number of specialist Probation Officers, Clinical Psychologists, Forensic Psychologists and support staff.

Screening

The screening process is completed by the Offender Manager, if they are assessed as high risk for males, or medium risk for females in addition to a number of personality disorder indicators then the case will screen in and will be offered an appointment with our Clinical and/or Forensic psychologists. Screen override can be used on a case by case basis to include cases who screen out - this is usually for withdrawn & unusual personality features not picked up by standard indicators. Similarly, screen override can be used on a case by case basis to exclude cases who meet the screen but have primary difficulties linked to severe mental illness or learning disability, requiring mainstream MH or LD services.

A significant amount of work has been completed over the year to ensure that staff moving over from the Community Rehabilitation Company are aware of the screening process, this has included training events, briefing events and also support from the PDPO's in each office. These briefing events have also been held within team meetings to act as a refresher for staff within the NPS.

Formulation

Case formulations should be completed on the cases with the most complex needs where establishing the management arrangements and pathway requires a sophisticated understanding of the individual. The objective is to provide an explanation that helps probation staff understand an individual's behaviour, presentation and problems. It uses a framework to develop a hypothesis, or theory, about the onset, motivation and maintenance factors about an offender's behaviour and functioning. The case formulation should provide a testable hypothesis and prediction about how an individual offender will respond to sentencing, treatment and management plans, and a rationale for the sequence and dosage of treatment across the entire pathway. The theoretical model which should be used is not prescribed but it is crucial that the service provider draws on one of a number of the current evidence-based theoretical approaches.

Written case formulations will address the following five functions:

- a) Establish the clinical problem and criminogenic needs;
- b) Develop a narrative account of the offender's life which integrates personality development and offending behaviour;
- c) Identify function/motivation and maintenance factors underlying the problem behaviour pattern;
- d) Identify desired new behaviour (pattern) and the conditions necessary to (a) increase motivation and use of new behaviours and (b) inhibit and/or manage problem behaviours;
- e) Support the development of sentence and other plans, consulting other key parties and in collaboration with the offender, whenever possible;
- f) Over time, review the case and revise formulation if necessary.

Multi-agency working

A key component of the OPD Pathway is maintaining links with key providers. In developing the formulations, it is important to have the right people within the consultations. This has meant that we have maintained links with Programmes Teams, Approved Premises staff, PIPE staff, Forensic Psychology Team, Together Women's Project and we continue to be able to provide thorough, user friendly formulations for all key agencies to be able to work with. Once the formulation is developed then this can be shared with agencies within MAPPA.

Pause Space

During this very challenging year the OPD Pathway has stepped in and provided sessions for Probation Staff titled 'Pause Space'. This has allowed staff to have time out to reflect on difficulties they may be facing and having space to discuss this. There has been very positive feedback from staff who have engaged and whilst these sessions are in their infancy there are ongoing discussions around how this can be maintained moving forward.

Samantha Williams
Probation Officer

MAPPA North Wales Police

I started my new role as the MAPPA Detective Inspector in June 2020. I have responsibility for representing North Wales Police across the force area at the various MAPPA level 2 meetings. I also manage the 3 MOSOVO teams who monitor the registered sex offenders in our communities, which has a broad crossover with the MAPPA agenda.

Prior to last summer, the Police had different Inspectors attending the meetings in the East, Centre and the West of the Force. I believe that having a single point of contact for MAPPA related matters in the organisation focusses our efforts and resources on managing those individuals that present the most risk to our communities. It provides us with a consistency in approach which supports our vision of making North Wales the safest place in the UK.

In determining which cases should sit at multi agency level, joint screening of all MAPPA cases across North Wales is undertaken by our MAPPA Coordinator Lowri A.Owen and myself. This is providing us with the opportunity to consider exactly what multi agency management will bring to an individual's risk management plan and look at how these types of cases are being managed in other areas of the force. We regularly attend MAPPA meetings across the whole of Wales and the UK as high-risk offenders move around the country. Understanding how these other areas manage their cases is beginning to promote good practice and learning.

Managing offenders within the multi-agency public protection arrangements is an essential part of our business. The challenges and increasing complexity of this work have been truly recognised and North Wales Police have increased the number of staff that are dedicated to managing these offenders.

Whilst COVID-19 has made the delivery of many of our services more challenging in some respects it has brought agencies closer together. We have introduced daily tasking processes across the force with the National Probation Service – enabling us to prioritise our response to those individuals causing the greatest concern.

The increase in reporting of serious sexual offences and domestic abuse are currently shaping the MAPPA agenda. The partner agencies who sit round the table (or currently in the Microsoft Teams virtual world) provide us with recognised individuals in key agencies who can make our joint working practices far more effective and put in place effective risk management plans. It is a challenging but rewarding area of work.

Detective Inspector Tim Green
North Wales Police

A Word of Thanks

The COVID–19 global pandemic has led to 2020 being a year of great challenge. For the MAPPA Team, it also brought the challenge of how to continue MAPPA meetings that have always been held in meeting rooms with everyone sitting around the table, whilst minimising disruption and considering the practicalities and most importantly, confidentiality. Following the implementation of the Exceptional Delivery Model and

the need to socially distance, meetings were initially undertaken via telephone conferencing with the MAPPA Chair, MAPPA Administrator and the MAPPA Detective Inspector sitting in one room whilst maintaining social distancing with all other panel members dialling in. All MAPPA meetings were undertaken using this method for a few months, before we progressed to the use of Microsoft Teams. All MAPPA meetings are now held via Microsoft Teams which is working well to date with panel members joining via video or by using the telephone platform linked to the invite.

We wish to thank the Responsible Authorities and the Duty to Cooperate Agencies for going above and beyond in their support in assisting us continue with the MAPPA work in North Wales, which has led to MAPPA being 'business as usual' throughout the current crisis. Engagement with meetings and attendance has not dipped in the slightest and the continued commitment to the work of MAPPA in North Wales by all agencies is truly appreciated.

Lowri A. Owen
MAPPA Co-ordinator

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www.gov.uk

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