



Multi Agency Public Protection Arrangements

# SOUTH WALES



# ANNUAL REPORT 2019-2020



# Intro

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**David Thorne**  
**Assistant Chief Constable**  
**South Wales Police**  
**SMB Chair**

This year I had the pleasure of being appointed the chair of the MAPPAs Strategic Management Board for the South Wales region.

The SMB is responsible for scrutinising arrangements across the region, working with the 'Responsible Authorities' in MAPPAs; Police, National Probation Service and Prisons, continuing to focus on the key priority of protecting the public from harm, assisted by organisations which have a 'Duty to Cooperate' with MAPPAs.

This report will outline some of the challenges we have faced as a region, as well as highlighting the positive progress and good practice in the management of offenders through the MAPPAs process.

We continue to see the devastating effects of Domestic Abuse, 'County Lines' drug dealing and exploitation and gang-related knife crime. It is inevitable and entirely appropriate that MAPPAs will need to play a significant role in mitigating the threats from these areas, seeking to build safer and more resilient communities through strong partnership working.

To compliment the work of MAPPAs, the South Wales Offender Management Programme Board will also seek to make significant long-term improvements to our approach, challenging the effectiveness of established practice whilst seeking new and innovative ways to both manage and divert offenders away from criminality. 2020 has clearly been a difficult year for all agencies, presenting many challenges in the management of offenders. The pandemic has highlighted some differences to the type and extent of offending in our communities. These challenges and changes have caused us all to adapt our working practices to ensure we continue to keep vulnerable people safe. The year ahead provides hope that a roll-out of a vaccine will eventually bring about some sense of normality, however in the meantime, as partnerships, we will need to remain determined, effective and flexible in our approach to offender management and public protection.

MAPPAs, has proven to be a highly effective, familiar and respected model across the United Kingdom in the management of offenders. I have witnessed the passion and commitment by those charged with carrying out their duties within this arena. I therefore remain confident that the communities in our region can be reassured that every effort will continue to be made to keep them safe.



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

Nicola Davies  
Wales Divisional Director  
National Probation Service

# 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 2020</b> |  |                                     |   |       |
|--|--|-------------------------------------|---|-------|
|  | Category 1:<br>Registered sex<br>offenders | Category 2:<br>Violent<br>offenders | Category 3:<br>Other dangerous<br>offenders | Total |
| Level 1  | 1557                                       | 392                                 | 0   | 1949  |
| Level 2  | 59   | 51                                  | 9   | 119   |
| Level 3  | 3  | 4                                   | 1   | 8     |
| Total  | 1619                                       | 447                                 | 10  | 2076  |

| <b>MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)</b> |  |                                     |   |       |
|--|--|-------------------------------------|---|-------|
|  | Category 1:<br>Registered sex<br>offenders | Category 2:<br>Violent<br>offenders | Category 3:<br>Other dangerous<br>offenders | Total |
| Level 2  | 99   | 103                                 | 46  | 248   |
| Level 3  | 5  | 14                                  | 4   | 23    |
| Total  | 104  | 117                                 | 50  | 271   |

|  |    |
|--|----|
| <b>RSOs cautioned or convicted for breach of notification requirements</b> | 29 |
|--|----|

|  |   |
|--|---|
| <b>RSOs who have had their life time notification revoked on application</b> | 0 |
|--|---|

| <b>Restrictive orders for Category 1 offenders</b>                                  |     |
|---|-----|
| <b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b> |     |
| SHPO  | 133 |
| SHPO with foreign travel restriction  | 0   |
| NOs   | 1   |

|   |   |
|---|---|
| <b>Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b> | 1 |
|---|---|



| <b>Level 2 and 3 offenders returned to custody</b> |   |  |  |              |
|--|---|--|--|--------------|
|  | <b>Category 1:<br/>Registered sex<br/>offenders</b> | <b>Category 2:<br/>Violent<br/>offenders</b> | <b>Category 3:<br/>Other dangerous<br/>offenders</b> | <b>Total</b> |
| <b>Breach of licence</b>                           |   |  |  |              |
| Level 2  | 14  | 26   | 8  | 48           |
| Level 3  | 0   | 1  | 0  | 1            |
| Total  | 14  | 27   | 8  | 49           |
| <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> | 136 |
|---|-----|

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

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## 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

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## Safeguarding victims of domestic abuse

Since the coronavirus lockdown the National Domestic Abuse Helpline has seen a 49% increase in calls, in the first four weeks, double the usual number of domestic homicides occurred.

Given the ways in which perpetrators control victims through isolation, intimidation, degradation and the micro-regulation of everyday life it was swiftly realised that in South Wales that COVID-19 lockdown would create a perfect environment for many perpetrators.

South Wales Police and the Probation Service quickly shared their concerns about what might be happening behind closed doors and the heightened vulnerability of victims of domestic abuse during lockdown restrictions. Particularly as victims would have less access to staff, partnership agencies and friends and family. Domestic abuse victims may well be socially isolating with the person that is abusing them.

From a probation perspective there was a recognition that Offenders Managers needed support to manage this cohort in the most effective way to reduce the risk of harm.

The project was developed originally as a joint initiative between the police and probation service in South Wales to review and re-assess around 700 domestic perpetrators who were in the community on licence or community orders during the initial lockdown period to ensure a robust joint approach to reducing risks of serious harm, repeat victimisation and re-offending.

In terms of methodology a bespoke audit tool was developed collaboratively between the probation public protection team and a psychologist seconded to the Welsh Government whose expertise has been invaluable. As a result, offender assessments were reviewed within the context of COVID 19 and made more robust.

Details of high-risk individuals were shared with the police who ensured any current records on the perpetrator was updated and flagged. Additional checks were then undertaken on police records as to whether the perpetrator had been involved in any other criminal activity. The recency, frequency and gravity of any such additional offending was also checked. This enabled enhanced professional judgement of the risk currently posed by the perpetrator.

To support the assessment of Recency, Frequency and Gravity of offending assessment, South Wales Police had developed a digital algorithm-based tool to assist in highlighting those offenders who may previously had not been identified as higher risk. This innovation has proved invaluable in some cases and whilst this tool is still in the development phase, it appears to present excellent opportunities to assist the police and NPS in mitigating and preventing risk.

Consideration was then given to suitable interventions by Police and Probation that might be used either directly with the offender (for example by increased door stepping) or to safeguard any victims including historic victims who might also be at risk with the assistance of our partners. This has resulted in increased reporting, increased safeguarding referrals, increased protection for victims and enhanced monitoring of high-risk offenders and high-risk victims. The number of MAPPA and MARAC referrals have increased.

The effectiveness of the scheme in reducing re-offending and harm is being evaluated. The process has been rolled out across all 4 Police force areas in Wales with Probation reviewing its entire caseload where there are markers for domestic abuse and collaborating with Police to target cases of concern for additional levels of supervision. The audit review forms have been objectively evaluated and probation in Wales are now putting together a targeted strategy and action plan.

This joint innovative work was recognised as best practice at a National level and drew the attention of the Home Office and was subsequently presented at The Prime Minister’s Hidden Harms Summit at Downing Street.

### Claire Irwin, MAPPA Co-ordinator

I would like to thank responsible authority colleagues, duty to co-operate partners and all others involved in MAPPA for their support in ensuring the process continues to run efficiently and effectively during a very difficult year. Their willingness to adapt to the implementation of some fast- paced changes has meant that MAPPA has continued uninterrupted to provide the appropriate ongoing framework for public protection in South Wales communities.

I am pleased to announce that next year South Wales will have two new lay advisors in post who will, I am sure, significantly contribute to the work of MAPPA within the area.

**MAPPA reports from England and Wales are All published online at:**  
[www.gov.uk](http://www.gov.uk)

**National  
Probation  
Service**



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