



Multi Agency Public Protection Arrangements

DYFED-POWYS



Annual Report 2020-21

Introduction

We are pleased to introduce the 2020/21 MAPPA Annual Report for the Dyfed Powys Multi-Agency Public Protection Arrangements (MAPPA) Strategic Management Board.

2021 has again been a year of great challenge with the continuation of the COVID-19 global pandemic and the impact this has had upon our communities and the way in which we work. 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.

There have been significant developments following an independent review of the management of individuals involved in counter terrorism. As such, the Probation Service has created a specialist, dedicated and highly skilled National Security Division which will provide an enhanced level of management and intervention for the most high-risk, complex and high-profile sentenced individuals in the community. Specialist staff will deliver an enhanced set of national standards to the

management of terrorist offenders, serious organised criminals and other critical public protection cases. MAPPA will be key to the multi-agency management of individuals in this cohort.

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
Probation Service

Message from T/Chief Constable
Claire Parmenter



A handwritten signature in black ink, appearing to read 'C Parmenter', with a long horizontal flourish extending to the right.

T/CC Claire Parmenter
Dyfed Powys Police

Safeguarding the public from violent and sexual crime continues to be one of the highest priorities for partners across the Dyfed Powys region.

Working together through Multi-Agency Public Protection Arrangements (MAPPA) to manage offenders convicted of such crimes is vitally important. The crimes these offenders are responsible for greatly affect the lives of victims, their friends and families and can in turn cause fear in local communities. I am pleased that this report explains how different agencies involved work together, how the arrangements operate within Dyfed Powys and what actions are taken to improve their effectiveness.

I recognise the public's concern about people who may present a risk of causing significant harm and I firmly believe that MAPPA provides the best possible framework for these people.

The national lockdown that commenced in March 2020 as a result of the COVID-19 pandemic, created numerous challenges for the MAPPA team. As we look forward to the coming year, we continue to find new ways of working, including the delivery of MAPPA training events online and we eagerly look forward to once again being able to return to delivering many aspects of our work in a face-to-face environment.

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, violent and terrorist 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.

Local Strategic Management Boards comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA with their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB).

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 more senior oversight and 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 enables 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.

MAPPA and Terrorism

In response to the terrorist attack committed by Usman Khan at Fishmongers' Hall on 29 November 2019, the Home Secretary and the Lord Chancellor commissioned Jonathan Hall QC, who is the Independent Reviewer of Terrorism Legislation, to undertake a review of MAPPA and the management of known terrorists and other extremist offenders (TACT Offenders). The terrorist attack committed by Sudesh Amman in Streatham High Road on 2 February 2020 served to reinforce the need for the review, since both Khan and Amman had been managed under MAPPA. The government published the report on 2 September 2020 and published a response to it on 9 December. Both documents are available at <https://www.gov.uk/government/publications/multi-agency-public-protection-arrangements-review>. The report made a number of recommendations, several of which have been or are being implemented via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Bill. Others have already been introduced by the creation of the National Security Division (NSD) in the Probation Service to manage terrorist offenders. The Secretary of State has

also revised the statutory MAPPA Guidance on terrorist offenders.

The Probation Service, via the NSD, has created a specialist dedicated and highly skilled workforce, which provides an enhanced level of management and intervention for the most high-risk, complex and high-profile offenders in the community. This will include the management of terrorist connected and terrorist risk offenders. Five Probation Service national security units have been established across England & Wales during 2020/21. The NSD and Counter-Terrorism Policing will be working closely with local Strategic Management Boards to ensure the robust management of terrorism cases. The NSD also manages serious organised crime and the most high risk and high profile public protection cases.

All MAPPA reports from England and Wales are published online at: www.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2021				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	561	125	-	686
Level 2	1	2	7	10
Level 3	0	0	1	1
Total	562	127	8	697

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	18	21	61
Level 3	6	0	2	8
Total	28	18	23	69

RSOs cautioned or convicted for breach of notification requirements	11
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RSOs who have had their life time notification revoked on application	4
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	54
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	6	2	5	13
Level 3	2	1	0	3
Total	8	3	5	16
Breach of SOPO				
Level 2	3	-	-	3
Level 3	0	-	-	0
Total	3	-	-	3

Total number of Registered Sexual Offenders per 100,000 population	119
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This figure has been calculated using the Mid-2020 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 2021 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2020 to 31 March 2021.

(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 and terrorist 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 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

David Guiney T/Assistant Chief Constable and SMB Chair

This year I had the pleasure of being appointed the chair of the MAPPA Strategic Management Board for the Dyfed Powys Region, which is responsible for providing strategic oversight of the Multi-Agency Public Protection Arrangements (MAPPA) across our force area. The SMB is also responsible for scrutinising such arrangements across the region, ensuring there is a continued focus on the key priorities of protecting the public from harm, preventing re-victimisation of current victims and preventing further victims.

MAPPA within Dyfed Powys can only work effectively if the Responsible Authority and Duty to Co-operate agencies all continue to work together effectively and in a spirit of problem solving and continuous improvement; in order to effectively manage individuals under MAPPA (sexual offenders, violent offenders and other dangerous offenders) and safeguard our communities from harm.

Despite the challenges presented by the pandemic, the Multi-Agency Public Protection Arrangements in Dyfed Powys have continued. Over the last year, all partner agencies have demonstrated their ability to adapt to new ways of working and have retained an unwavering dedication and commitment to the communities they serve.

As we begin to emerge from Covid restrictions, I feel it is an opportune time to publicly acknowledge the professionalism and resilience exhibited by those working within MAPPA locally during this challenging year and to thank them for their ongoing efforts to keep us all safe.

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

Christine Harley, Head of Dyfed-Powys Probation Delivery Unit – Probation Service

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 MAPPA nominals.

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 continued to adapt to remote working arrangements, 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. Close working and information sharing between community and prison probations practitioners remains a priority, to effectively manage and resettle persons released from custody.

HMPPS has contributed to the Lay Adviser Recruitment process, as a longstanding Lay Adviser's term came to an end; with a new Lay Adviser being appointed by the Secretary of State shortly after. This enabled a quick return to having a full complement of two MAPPA Lay Advisers within Dyfed Powys, with the other Lay Adviser being re-appointed by the Secretary of State for another term.

Jayne Butler, Detective Superintendent, Dyfed Powys Police

Unparalleled change resulting from the Covid 19 Pandemic experienced over the past eighteen months has both presented challenges and provided opportunities for Police and Partners in the management of Sexual and Violent offenders. Contingency and exceptional business planning promptly implemented ensured that Police and partners continued to manage those offenders presenting a risk of harm to the community and discharged statutory duties and legislative requirements whilst minimising any potential spread of Covid-19.

These aims have been significantly enhanced through the use of innovative digital technologies. In response to a digital funding submission made to the Home office and National Police Chiefs Council to support the management of 'digital enabled offenders', Dyfed Powys Police successfully attracted financial support to acquire digital forensics technology. This funding has provided the opportunity to purchase essential technology, enabling Offender Managers to tackle digital offending, reduce the risk of re-offending and release capacity to manage those presenting the greatest risk of harm.

The work carried out for the annual Force Management Statement (2021) forecasts an increase in the number of offenders convicted for sexual offences, and therefore a corresponding continued growth in the numbers of offenders managed under Multi Agency Public Protection Arrangements. As a result, the future resourcing of offender management teams remain under review to ensure there is sufficient resilience to respond to the increasing demand.

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 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 Multi Agency Public Protection Arrangements to reduce the risks posed within the community.

Lay Advisers to the Dyfed Powys MAPPA SMB

Lyn Hambidge and Neil Jenkins, Dyfed Powys MAPPA Lay Advisers

We have seen that, in the last year, all agencies involved in MAPP arrangements have faced unparalleled challenges in maintaining robust risk management plans in the face of the Covid-19 pandemic. It was reassuring to see that agencies rose to the challenges and that they adapted in different ways to minimise service interruption and manage community risk.

During the year, there was a change in Lay Adviser personnel within the region. Lay Advisers are voluntary positions with Advisers appointed for a maximum of two, three-year terms, (6 years in total). One Lay Adviser's term ended in February 2021 and we were grateful that the transition to ensure that the Lay Adviser complement was maintained was seamless, despite the challenges of virtual recruitment.

As Lay Advisers, our input during the year was maintained using virtual platforms, and we were able to continue to add value to the MAPPA operational and strategic arrangements in the region 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. We welcomed the revision of arrangements for the management of cases at Level 1, where there was mental health service involvement and we look forward to seeing the positive impacts of this in 2021/22
- Attending Operational Group meetings to assist in the monitoring of performance against Business Plan Objectives and contributing to problem solving on key issues, such as accommodation
- Providing input into the development of a regional training needs analysis. The roll out of training and awareness raising across agencies is to be welcomed to ensure consistency of approach and the development of a wider understanding of the role and function of MAPPA in the community

- Providing general feedback to the MAPPA Coordinator

We were keen to continue to participate in anonymised case file audits, although these processes did not take place as multi-agency events during 2020 and the MAPPA Coordinator maintained this task (due to the pandemic). The process was reviewed early 2021 with multi-agency and Lay Adviser input to the audits re-commencing in April 2021.

Last year we reported that the most significant challenge in all parts of the region was the availability of, and the ability to secure, suitable accommodation for offenders. We have to report that this year accommodation is still the biggest challenge; things have not improved, and if anything, the changing markets arising from the impact of the pandemic have heightened the difficulties in securing accommodation in the Private Rented and Social Housing Sectors. The focus on trying to resolve the accommodation issue must be sustained during the coming year both at a local strategic and operational level and at a national level across Wales.

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