

**Area name here**

# Gwent



# Annual Report

# Intro

We are pleased to introduce the 2022/23 MAPPA Annual Report for the Gwent Multi-Agency Public Protection Arrangements (MAPPA) Strategic Management Board.

Our commitment to MAPPA continues to be at the forefront of our service this year, with the shared aim of organisations working collaboratively to prioritise keeping people safe and protecting communities from harm.

The report provides members of the public the ability to understand some of the work being undertaken by the MAPPA Strategic Management Board to drive improvements in the management of individuals presenting the most serious risk of harm. Outlining statistical information on individuals who are managed under MAPPA over the last business year. The most serious risk offenders form a small percentage of the crimes dealt with by the four constabularies across Wales but can result in an unquantifiable bearing on victims.

This year we have welcomed the passing of the 20 year anniversary of the Multi-Agency Public Protection Arrangements and are grateful to all organisations for their dedication and commitment. We have received the outcome of the Joint Thematic Inspection on MAPPA in July 2022. This has supported the identification of National, Agency and Strategic Management Board recommendations to enhance the effectiveness of MAPPA overall. Also, published this year has been the National MAPPA Research findings in April 2023, which was a national study into the effectiveness of MAPPA. This evidenced that re-offending rates for individuals supervised under MAPPA arrangements are lower than those reported in proven re-offending statistics. This is extremely positive and illustrates the importance of MAPPA in protecting victims and working towards reducing re-offending.

Learning is at the heart of our organisation, Responsible Authorities (Police and Prison), Duty to Co-operate and other agencies. Our business priorities this year, through the Strategic Management Board and MAPPA Co-Ordinators has been to respond to the recommendations within the HMIP report. Developing a joint learning culture across agencies, to maximise innovation and improvements to MAPPA locally. Providing the local communities, we serve with assurance and accountability of our service. MAPPA Co-Ordinators have continued with the provision of training to all agencies, ensuring the imbedding of the updates to MAPPA Guidance.

Nicola Davies,

Regional Probation Director Wales

Probation Service



# What is MAPPA?

MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by individuals who have committed the most serious sexual, violent and terrorist offences (MAPPA-eligible individuals) 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, Department for Work and Pensions and Local Housing and Education Authorities.

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

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA-eligible individuals 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 individuals 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 4 categories of MAPPA-eligible individual:

* **Category 1** –subject to sex offender notification requirements;
* **Category 2** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order;
* **Category 3** – individuals who do not qualify under Categories 1, 2 or 4 but whose offences pose a risk of serious harm.
* **Category 4** – terrorism convicted and terrorism risk individuals

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 individual 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 individual.
* **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 individuals 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 individuals move between areas, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system, improving the quality and timeliness of risk assessments and interventions to prevent offending.

MAPPA and Terrorism

The government published an Independent Review of the MAPPA used to Supervise Terrorism and Terrorism-risk individuals on 2 September 2020 and published its response 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, the majority of which have been implemented, including via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Act 2022. The Secretary of State has also revised the statutory MAPPA Guidance on terrorism offenders.

The Probation Service, via its National Security Division, 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 individuals in the community. This includes the management of terrorist connected and terrorist risk offenders. The NSD and Counter-Terrorism Policing work closely with local SMBs to ensure the robust management of terrorism cases. Data on Category 4 individuals is not included in this report due to data protection issues related to low numbers. This data will be aggregated and published nationally.

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

# MAPPA Statistics

MAPPA-eligible individuals on 31 March 2023

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | Category 1: Subject to sex offender notification requirements | Category 2: Violent offenders | Category 3: Other dangerous offenders | Total |
| Level 1 | 810 | 138 | - | 948 |
| Level 2 | 13 | 11 | 13 | 37 |
| Level 3 | 1 | 0 | 1 | 2 |
| Total | 824 | 149 | 14 | 987 |

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | Category 1: Subject to sex offender notification requirements | Category 2: Violent offenders | Category 3: Other dangerous offenders | Total |
| Level 2 | 13 | 17 | 24 | 54 |
| Level 3 | 3 | 0 | 1 | 4 |
| Total | 16 | 17 | 25 | 58 |

|  |  |
| --- | --- |
| Category 1 cautioned or convicted for breach of notification requirements | 36 |

|  |  |
| --- | --- |
| Category 1 who have had their life time notification revoked on application | 1 |

Restrictive orders for Category 1 offenders

|  |  |
| --- | --- |
| Sexual Harm Prevention Order (SHPO) | 53 |
| SHPO with foreign travel restriction | 0 |
| Notification Order | 1 |

|  |  |
| --- | --- |
| Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO) | 0 |

Level 2 and 3 individuals returned to custody

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| Returned to custody for breach of licence | Category 1: Subject to notification requirements | Category 2: Violent offenders | Category 3: Other dangerous offenders | Total |
| Level 2 | 8 | 6 | 9 | 23 |
| Level 3 | 2 | 0 | 0 | 2 |
| Total | 10 | 6 | 9 | 25 |

|  |  |
| --- | --- |
| Breach of SHPO |  |
| Level 2 | 0 |
| Level 3 | 1 |
| Total | 1 |

|  |  |
| --- | --- |
| Total number of individuals subject to sex offender notification requirements per 100,000 population | 158 |

This figure has been calculated using the mid-2021 estimated resident population, published by the Office for National Statistics (ONS) on 21 December 2022, excluding those aged less than ten years of age.

Consistent with previous publications, this figure should be based on mid-2022 estimated resident population; however, the ONS has changed its publication schedule such that the mid-2022 estimates will be published later this year. As such, the current figure may differ from the corresponding figure based on the mid-2022 estimates.

# Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible individuals, broken down by category, reflect the picture on 31 March 2023 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2022 to 31 March 2023.

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

(b) Subject to Sex Offender Notification Requirements – 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 individuals 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 – individuals convicted of violent offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order and a small number of individuals convicted of sexual offences who are not subject to notification requirements. These individuals are assessed and managed by the Probation Service, Youth Offending Team or Mental Health Services.

(d) Other Dangerous Offenders – individuals who do not qualify under the other MAPPA-eligible categories, but have committed an offence that indicates that they pose a risk of serious harm which requires management via MAPPA meetings. These individuals are assessed and managed by whichever agency has the primary responsibility for them.

(e) Terrorism and Terrorism Risk Offenders – individuals subject to terrorism offender notification requirements; individuals convicted of terrorism or terrorism related offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order; and those who have committed an offence and may be at risk of involvement in terrorism-related activity. These individuals are assessed and managed by Counter-Terrorism Police and the National Security Division of the Probation Service.

(f) Breach of Licence – individuals released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If the individual does not comply with these conditions, the Probation Service will take breach action and the individual may be recalled to prison.

(g) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction).Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders are intended to protect the public from individuals convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions and/or positive obligations on their behaviour. They require the individual 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 on the balance of probability 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 individual. In the case of an order made on a free standing application by a Chief Officer, the National Crime Agency (NCA), British Transport Police (BTP) or the Ministry of Defence Police (MODP), the chief officer/NCA/BTP/MODP must be able to show that the individual has acted in a way since their conviction that makes 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.

(h) Notification Order – this requires individuals convicted of qualifying sexual offences overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police in England and Wales may issue a notification order directly to an offender who is already in the UK or who is intending to come to the UK who has to notify within three days of receipt. Individuals have a right of appeal against notification.

(i) 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, NCA, BTP or MODP 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.

An SRO may prohibit the person from doing anything described in it, including travel overseas, or place positive obligations upon them. Any prohibition and/or obligation 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.

An 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 an 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 an SRO are recorded on VISOR as a Potentially Dangerous Person (PDP).

(j) Lifetime notification requirements revoked on application – A legal challenge in 2010 and a corresponding legislative response means there is a mechanism in place that allows qualifying individuals to apply for a review of their notification requirements. Qualifying individuals 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 subject to notification requirements 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.

# Local page

Her Majesty’s Prison and Probation Service (HMPPS) and Gwent Police:

Amanda Lewis – Head of Gwent Probation Delivery Unit Probation

Mark Hobrough – Assistant Chief Constable, Gwent Police

Rob Denman- Prison Governor at HMP Usk and Prescoed

The Gwent MAPPA Strategy Management Board’s (SMB) vision of ensuring offenders are managed at the right level with the appropriate amount of resources underpins the work of the Multi Agency Public Protection Panels (MAPPA) throughout the Probation Delivery Unit (PDU). The MAPPAs are jointly chaired by the Probation and the Police, and each MAPPA Chair ensures the inclusion of the Responsible Authorities (RA)/ Duty to Co-operate (DTC) agencies in order to establish a robust risk management plan and co-working approach in managing offending behaviour and with the screening of cases discussed during a MAPPA meeting. There is a mutual respect and understanding between the RAs and DTCs about the challenges experienced by each agency, especially housing, which has created a more responsive relationship and resources being utilised in a more cost effective and risk-appropriate manner. Senior representatives from agencies involved in managing/ supporting offenders are invited to SMB meetings to present their organisations’ aims and objectives and demonstrate how their input feeds into risk management plan. This in turn increases the range of available resources to encourage desistance and victim safety. Gwent’s Key Performance Indicators (KPIs) continues to evidence positive attendance of all relevant agencies at MAPPA meetings and is reflective of how the MAPPA ethos enables the management of offenders and the protection of the public. This is demonstrated by the commitment of partners to attend meetings, which are sometimes called at short notice, to ensure there is a robust risk management plan in place. The KPIs also indicate the responsive nature of cases referred and scheduled for MAPPA meetings. The Gwent MAPPA unit is managed by the Wales Public Protection and Approved Premises (PPAP) Team and is based within Gwent Probation, which ensures open communication and consistency of practice. As the lead agency, Gwent Probation, govern and co-ordinate the management of all offender management processes as well as MAPPA cases. This enables an effective and cohesive approach to the identification and management of risk, to reduce reoffending, protect the public and safeguard victims. Gwent Probation is consistently striving to improve the service provisions and develop practices that complement the MAPPA arrangements, like the introduction of a single point of contact for the transition of MAPPA cases throughout England and Wales. There are also some exceptional cases that are no longer under statutory management of Probation and are solely managed by the Police. When these cases are identified as requiring additional management, Gwent Probation continue to provide voluntary supervision for those offenders within the community, thus providing ongoing support, monitoring and liaison with the appropriate agencies. The Management of Sexual and Violent Offender officers (MOSOVOs) is managed by the Police Public Protection Unit (PPU) which is 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. Targeting teams are often deployed to enhance the work of MOSOVOs to 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. Gwent Probation and the Police continues to work effectively with partners and remains committed to the effective management of MAPPA to reduce the risks posed within the community. HMPPS Prisons in Wales are also integral to the management of offenders in custody and contribute to the risk management plans of offenders being released into the community, to ensure continuity of interventions and sharing of information. Evidence of continual improvements are set out in our MAPPA Annual Strategic Plan. Sharing good practice throughout Gwent and across Wales ensures local communities and the wider criminal justice system have confidence in MAPPA and Public Protection work. We look forward to building on this further in 2023/2024.

Gwent MAPPA Lay Advisor- Ieuan Watkins

In preparing this summary for the Gwent MAPPA Report, I have paused to remind myself of the role of MAPPA and my role as Gwent MAPPA Lay Advisor.

The 2003 Criminal Justice Act created the first incarnation of the MAPPA guidance, requiring each of the 42 areas in England and Wales to make particular arrangements to protect the public from serious harm by sexual, violent or other dangerous offenders. The guidance required agencies to work together, to work in partnership, to share information and to develop a joint approach to keeping people safe.

As Lay Advisor, my role is to represent the public, to ask questions that the professionals closely involved with the case may not have considered. I have no direct links to the management of offenders; I am simply an informed observer representing the public whilst professionals talk about how to manage the most difficult and challenging convicted criminals in the area.

So, it’s simple, lock them all up and throw away the key? Of course not, there must be checks and balances, appropriate action that is taken where necessary to protect people from harm – the public expect nothing less. Alongside this is the balance of rehabilitation, providing people with the opportunity to move away from crime – a contentious subject, but an area that can and does (for many) work.

This is a very fine balance for professionals to achieve. Our society has moved toward the blaming of professionals when criminals do terrible things. The professionals managing challenging offenders are largely the best of us, those paid an unexceptional wage to make exceptional decisions:

* ‘I recommend release’ v ‘I recommend a recall to prison’.
* ‘I recommend a non-custodial sentence’ v ‘I recommend custody’.
* ‘I recommend that the child is returned to the parent’ v ‘I recommend the child is removed from the home’.
* ‘We will conduct surveillance’ v ‘We will not be conducting surveillance’.

Damned if you do – Damned if you do not.

Sometimes things go wrong. Sometimes mistakes are made. Sometimes the outcomes can be horrific. It is the actions of the under-pressure professional that are scrutinised when things go wrong; by the lawyers at their leisure with their lawbooks; by the public who perhaps have little understanding of the complexities of offender management and purely see the outcome; by the press publishing the salacious detail to obtain clicks or sell papers.

The many brilliant and successful decisions carried out daily doesn’t hit the press, is unseen by the families kept safe, it is just business as usual – that doesn’t of course receive the same level of scrutiny or challenge.

MAPPA isn’t a box of extra resources. MAPPA is us; it is all of us; collectively **we are MAPPA** and collectively we can make a difference for others. The Lay Advisor is a critical part of the MAPPA collective – this is not a role I take lightly. It is my privilege to have the opportunity to represent the public at the MAPPA Strategic Management Board; to attend Level 2 and 3 meetings debating on how sexual, violent, and dangerous offenders are managed or supported; to assist in developing processes, to be a sounding board, and to attend the training of professionals new to this hugely challenging area of work.

Thank you to the exceptional professionals in statutory and support services across Gwent, for keeping the public safe, for keeping me safe, for keeping my friends and family safe. But, be aware though, I will continue to challenge appropriately, to ask the difficult questions – that ultimately is what the public expect.

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