

DYFED POWYS MAPPA

ANNUAL REPORT
2008|2009

MULTI AGENCY PUBLIC PROTECTION ARRANGEMENTS

Chief Executives Introduction

We know that protecting people, particularly children, from violent or sexual crime is one of the highest priorities that people across Dyfed and Powys have for agencies that work together in the criminal justice system. Public Protection is a top priority and we share a determination to safeguard the public from potentially dangerous offenders who are being supervised in the community. Our Multi Agency Public Protection Arrangements (or MAPPA for short) set out the robust way we work together to identify assess and manage high risk offenders in our communities across Dyfed and Powys.

We work hard to rehabilitate offenders ensuring help, support and interventions are available to assist them to make positive changes to their lives. We are robust in monitoring any change in behaviour or circumstances which could increase risk of harm, taking a tough approach to the enforcement of court orders and prison licences. However, offenders who are being supervised in the community are not under house arrest or 24 hour surveillance and there is always a risk that despite our best efforts they may reoffend, but our record in Dyfed and Powys is good.

We balance this with a commitment to delivering a quality service to victims, ever mindful of the traumatic and potentially devastating effect violent or sexual crimes have had on their lives. We are never complacent and are

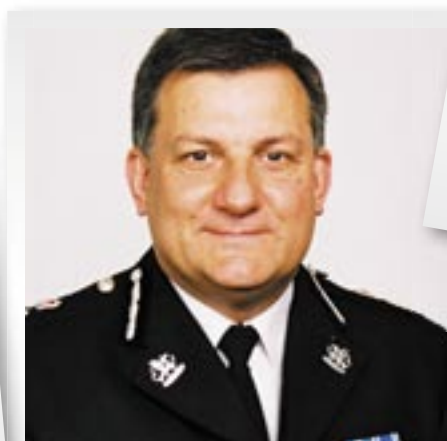
always looking for new ways to minimise and manage risk of harm.

Talking about sexual and dangerous offenders can be complicated and understandably emotive. This annual report attempts to set out what MAPPA is all about and how it is operating in an honest and approachable way. It provides profiles of the agencies and individuals involved using case studies to illustrate how we work together through MAPPA.

Our joint commitment in working together under the MAPPA umbrella is to place the safety of our communities first.



Liz Rijnenberg, Chief Executive
Dyfed Powys Probation Trust



Ian Arundale, Chief Constable
Dyfed Powys Police



David Ward, Governor
HMP Usk & Prescoed

CONTENTS

- 1 INTRODUCTION
- 2 WHAT IS MAPPA?
- 3 LAY ADVISOR REPORT
- 4 ENSURING PUBLIC PROTECTION
- 6 MAPPA EXPLAINED
- 7 STATISTICAL INFORMATION
- 8 CONTACT



WHAT IS MAPPA?

MAPPA are a set of arrangements to manage the risk posed by certain sexual and violent offenders. They bring together the Police, Probation and Prison Services in Dyfed Powys into what is known as the MAPPA Responsible Authority.

A number of other agencies are under a duty to co-operate with the Responsible Authority. These include: Children's Services, Adult Social Services, Health Trusts and Authorities, Youth Offending Teams, local housing authorities and certain registered social landlords, Jobcentre Plus, and electronic monitoring providers.

The purposes of MAPPA are:

- to ensure more comprehensive risk assessments are completed, taking advantage of co-ordinated information sharing across the agencies; and
- to direct the available resources to best protect the public from serious harm.

How do the MAPPA work?

Offenders eligible for MAPPA are identified and information is gathered/shared about them across relevant agencies. The nature and level of the risk of harm they pose is assessed and a risk management plan is implemented to protect the public.

In most cases, the offender will be managed under the ordinary arrangements applied by the agency or agencies with supervisory responsibility. A number of offenders, though, require active multi-agency management and their risk management plans will be formulated and monitored via MAPP meetings attended by various agencies.

Who are the MAPPA offenders?

There are 3 categories of offender eligible for MAPPA:

1 Registered sexual offenders

Sexual offenders who are required to notify the police of their name, address and other personal details and notify any changes subsequently;

2 Violent offenders

Offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. This category also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children; and

3 Other Dangerous Offenders

Offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm, there is a link between the offending and the risk posed, and they require active multi-agency management.

How are they managed?

There are 3 levels of management which are based upon the level of multi-agency co-operation required to implement the risk management plan effectively. Offenders will be moved up and down levels as appropriate:

Level 1 - Ordinary Management

These offenders are subject to the usual management arrangements applied by whichever agency is supervising them. But this does not rule out information sharing between agencies, via ViSOR and other routes.

Level 2 - Active Multi-agency Management

The risk management plans for these offenders require the active involvement of several agencies via regular multi-agency public protection (MAPP) meetings.

Level 3 - Active Multi-agency Management

As with level 2 but these cases additionally require the involvement of senior officers to authorise the use of special resources, such as police surveillance or specialised accommodation, and/or to provide ongoing senior management oversight.





What is the role of the Strategic Management Board

Senior representatives of each of the agencies involved in MAPPA form a strategic management board (SMB) which meets at least quarterly to monitor the arrangements and direct any necessary improvements.

What do the Lay Advisers do?

The responsible authority is required to appoint 2 lay advisers to sit on the SMB. The lay advisers 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 or have strong links.

ViSOR

ViSOR is a database holding details of sexual and violent offenders, and other dangerous persons. The three MAPPA Responsible Authority agencies - police, prison and probation - are able to work on the same IT system enabling the sharing of risk assessments and risk management information on individual violent and sex offenders in a timely way to reduce re-offending.

The Lay Adviser Report

Since my initial appointment as a Lay Adviser for the Dyfed Powys area in 2005, I have always been grateful in being given the opportunity to contribute to the Annual Report.

Those of you reading this report will ask the customary question, what is the role and function of a Lay Adviser in the MAPPA process? Well in truth I was not so sure myself when I was initially appointed, but with the guidance, training, and support of those responsible for the day to day functions of MAPPA within Dyfed Powys, my duties and responsibilities as a Lay Adviser soon became apparent.

The Criminal Justice Act (2003) makes it quite clear that Lay Advisers are appointed to assist in the MAPPA review function, and operate as full members of the Strategic Management Board (SMB).

I would like to clarify one important point, the Lay Adviser is not part of the MAPPA decision making progress. However, I periodically attend MAPPA meetings as an observer, which greatly assists me in understanding the process and why decisions and actions are made by all agencies involved.

When I attend the quarterly SMB meetings I am in effect an independent member. There are occasions when I can politely challenge the recommendations or suggestions of professionals, and bring my perspective and understanding of the area to the forum, which may have been overlooked by others at the time. In my opinion, the attendance of a Lay Adviser on the SMB is, on occasions, a reminder to all concerned of their accountability at all times to the community they serve.

During the period of time I have been involved with MAPPA, I can say without fear of contradiction, I have seen a number of fundamental changes at a local level,



Arwel Fowler
Lay Adviser

which has strengthened and enhanced the required cooperation between the Responsible Authority and the Duty to Cooperate Agencies. This is due to a better understanding and appreciation of what their individual responsibilities are. Equally, I appreciate that in most organisations these days, there is the by now the familiar ongoing restructuring, and I must compliment all concerned for the manner in which they have ensured that where this has happened, such changes have been monitored and quickly acted upon, to ensure continuity where it directly affects MAPPA.

In addition to the immense support I receive at a local level, I also appreciate and recognise the valuable contribution and support given by the staff at national level, who ensure that all Lay Advisers are provided with an opportunity to contribute their views and opinions, and equally offer comment and observations, particularly during the National Lay Advisers Annual Training Seminars.

I do however wish the Public at large had more awareness of how the MAPPA process works, and could witness first hand the commitment and dedication that is given by all who are involved in working together to ensure the Public are protected from offenders who would otherwise be a continual threat to our society.

Ensuring Public Protection

MAPPA faces a wide range of challenges to implement and monitor public safety. Here are three examples, which highlight the organisations effective service

Anthony

MAPPA Category I

“Anthony” is a high risk sexual offender (MAPPA category I) who was being released from prison. He had been recalled to prison twice during the period of his licence so was kept in prison until the end of his sentence. However this meant he was due to be released into the community without any statutory supervision by the Probation Service. Anthony was being managed at MAPPA level 3 meetings and due to his level of risk was registered with National Offender Management Public Protection Unit as a ‘Critical Public Protection Case’.

Although Anthony is from and has spent most of his life in Dyfed Powys, he has had a tendency to travel around the country which has made managing and monitoring him very difficult in the past. Whilst in Prison he stated his intention to continue this transient lifestyle which would increase his potential to commit further offences.

In order to protect the public as well as we could, it was very important to find appropriate accommodation and to encourage Anthony to settle in one place and build a life within his community. It would then be possible to involve forensic psychological services in assessing him and advising those working with him how best to manage him to reduce the risk of reoffending.

Temporary accommodation was found for Anthony, with the promise of permanent



accommodation to follow if he was able to prove he was committed to developing a law abiding lifestyle. Part of this commitment was for him to keep working with Probation and psychological services even though there was no statutory obligation for him to do so.

During the following months, Anthony has continued to work as agreed and has complied with all appointments and work sessions offered. He is very closely monitored and so far there is no indication that he intends to move away or that he is involved in any offending behaviour.

Albeit a ‘temporary’ address, the newfound stability of a home and a job does seem to have a positive impact on his risk. Anthony is now managed at MAPPA level 2 and

has been deregistered as a Critical Public Protection Case (CPPC).

Anthony will be on the Register of Sexual Offenders for the rest of his life and will have to comply with the registration requirements. He is also subject to a Sexual Offences Prevention Order (SOPO), indefinitely. He is still considered to pose a high level of risk of harm to children so he is still monitored closely but Anthony remains engaged with the services being offered and all who work with him believe that his risk has subsided -at least for now.

Through MAPPA, agencies have been able to engage with Anthony to reduce the risk of harm he poses, thereby helping to protect the public in Dyfed Powys.

Barry

MAPPA Level 2

During the mid 1980s Barry had served a prison sentence for serious sexual offences against his daughter but was not a registered sexual offender (RSO) as the offences and sentence happened before the Register of Sexual Offences came into being.

Barry is currently subject to a Community Order for offences which are less serious but following a significant change in his circumstances, Barry's Probation Officer became very concerned that his behaviour was deteriorating and that the new circumstances reflected those at the time of his past sexual offences.

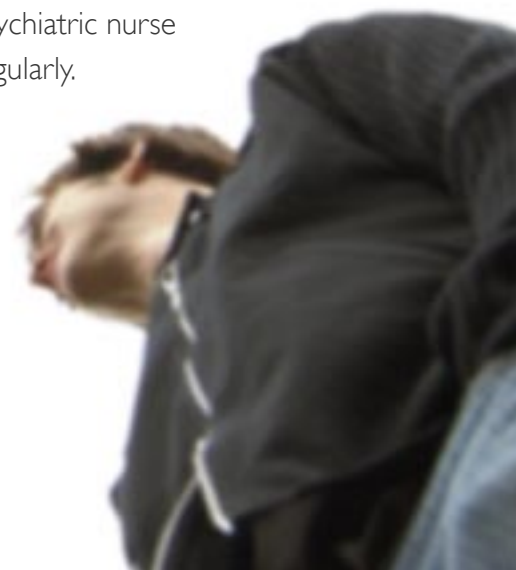
The Probation Officer was already working with various agencies already involved with Barry but was able to identify others who may be able to contribute to managing Barry. Due to the increase in the risks of harm posed by Barry and the complexity

of managing him, Barry was referred into MAPPA. The agencies invited to the meeting were, Probation, Police, Community Mental Health services (including Consultant Psychologist), Housing Department, Social Services and local Drug and Alcohol Services.

For several months the agencies met regularly and worked together to respond appropriately to Barry's needs whilst keeping the focus on minimising his risk to others. Because each agency shared information about him, everyone working with him was able to challenge his manipulative behaviour, being aware of how he was responding to the other agencies.

His accommodation was stabilised and Barry was helped to find some voluntary work where he would not pose any risk to children. The people he worked for were made aware of the risks Barry posed and regular communication set up between the employer and Police so that any concerns could be shared immediately.

Barry's case was eventually moved from MAPPA as it was believed that the management plan was robust enough for his risk to be managed without the need for the agencies to meet regularly. When his Community Order expired recently the assessment was that Barry's risk of causing harm had reduced significantly and to date he has not come to notice of the police, has maintained his job and tenancy, is still engaging with Drug & alcohol services and meets with his community psychiatric nurse regularly.



Charlie

MAPPA Level 2

"Charlie" was sentenced to 18 months imprisonment for an offence of Arson. She had spent time with her friends in an empty flat, using it as a place to meet and to take drugs. One day, Charlie set fire to the flat, endangering the lives of other people in the block. Charlie had no previous convictions other than a caution for shoplifting when she was 14yrs.

When she came out of prison Charlie had no accommodation so she went to an Approved Premises. However, rather than improving, Charlie's behaviour became more erratic and her risk of causing harm was assessed as increasing. For this reason she was referred from Level 1 to MAPPA management Level 2. Probation, Police, Social Services, Approved Premises and Alcohol & Drugs agency were invited. At the initial meeting it was discovered that Charlie's mother was an open case with Social Services as a vulnerable adult. Charlie had been her carer for some years but had

left the home when her mother became involved in a new relationship some 12 months previously. Social Services believed this relationship to be detrimental to her mother's mental health and Probation confirmed that he was known to them as someone who had a history of domestic abuse towards previous partners. They also confirmed that he was currently living very near to the Approved Premises where Charlie was staying.

Charlie's key worker was able to ask Charlie about this and she then disclosed

that he had sexually assaulted her on several occasions and was the reason she had left home.

The sharing of information through MAPPA allowed those involved with Charlie to rethink completely the risk management plan they had. Appropriate counselling was organised as was a move to a different Approved Premises. When her licence finished Charlie was preparing to move back in with her mother. The man who assaulted her had been charged and was awaiting sentence.



Charlie is still trying to overcome her drug addiction but she has not reoffended and continues to have voluntary support from her keyworker in the drugs agency.

MAPPA Explained

The totals of MAPPA eligible offenders, broken down by category, reflect the picture on 31 March 2009, ie a snapshot. This year has seen a sharp drop in the total number of Category 2 and 3 offenders reported. This is due mainly due to the difference in reporting method made to ensure a more accurate picture of the number of MAPPA eligible offenders living in the community at any one time. Last year's figure reflected the number of such offenders over the whole year rather than the snapshot given this year. The Category 1 figure has been a 31 March snapshot for some years. The rest of the data covers the period 1 April 2008 and 31 March 2009, in order to give an indication of activity and outcomes in relation to those offenders managed at MAPPA levels 2 and 3 over the whole year

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 and/or currently pose a risk of serious harm, although the majority are actually managed under

ordinary agency (level 1) arrangements rather than via MAPP meetings.

Registered Sexual Offenders (RSOs)

Those who are required to notify the police of their name, address and other personal details and notify any changes subsequently. Failure to comply with the notification requirements is a criminal offence which carries a maximum penalty of 5 years' imprisonment.

Violent Offenders

This category includes violent offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. It also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.

Other Offenders

Offenders who do not qualify under the other 2 MAPPA eligible categories, but who currently pose a risk of serious harm which requires management via MAPP meetings.

Breach of licence

Offenders released into the community following a period of imprisonment of 12 months or more 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.

Serious further offence (SFO)

Serious sexual or violence offences listed in Probation Circular 22 of 2008. Other outcome means that the case has been dealt with by 31 March 2009 but that the

offender was not convicted of an SFO; eg the offender was acquitted or the case was not proceeded with, or s/he was convicted of a lesser offence. The data may include offenders who remained charged with an SFO at 31 March 2008 and where so, this is indicated.

Sexual Offences Prevention Order (SOPO)

A court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender's behaviour in the community. The full order lasts for a minimum of 5 years and can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender loitering near schools or playgrounds. If the offender fails to comply with (i.e. breaches) the requirements of the order, he can be taken back to court and may be liable to up to 5 years' imprisonment.

Notification Order

Requires sexual offenders who have been convicted overseas to register with police, in order to protect the public in the UK from the risks that they pose. Police may apply to the court for the order in relation to offenders in or intending to come to the UK.

Foreign Travel Orders

Prevent offenders with convictions for sexual offences against children from traveling abroad where it is necessary to do so to protect children from the risk of sexual harm.

Powys LHB Safeguarding Children's team

The overall responsibilities of the Powys LHB Safeguarding Children's team includes Child Protection, Children in need, Looked after children and young offenders.

The involvement of the Head of safeguarding children's service in the MAPPA process has enabled health links between the MAPPA, the Local

Safeguarding Children's Board, MARAC, and Powys Domestic abuse forum.

Collaborative working between organisations and the sharing of relevant health data has enabled MAPPA to increase the safety, health and wellbeing of victims both adults and children.

As health professionals it has given us more insight into the difficulties and the complexities of partnership working

in order to achieve positive outcomes and has increased our knowledge of risk assessment and how this informs decision making. This has had significant impact on multi agency working and working with children and vulnerable adults, who may be offenders or victims.

Pauline Galluccio
Head of Safeguarding Children's Service /
Named Nurse for child protection
Powys LHB

MAPPA Statistical Information 2008/9

Number of MAPPA eligible offenders at 31 March 2009

Registered Sexual Offenders	284
Violent Offenders	51
Other Dangerous Offenders	26
Total	361

Offenders managed via MAPP meetings - Level 2

Registered Sexual Offenders	43
Violent Offenders	38
Other Dangerous Offenders	17
Total	98

Offenders managed via MAPP meetings - Level 3

Registered Sexual Offenders	5
Violent Offenders	6
Other Dangerous Offenders	0
Total	11

Enforcement for offenders managed via MAPP meetings

Returned to custody for breach of licence	
Level 2	8
Level 3	0
Total	8

Sent to custody for breach of Sexual Offences Prevention Order (SOPO)

Level 2	2
Level 3	1
Total	3

Serious Further Offences involving offenders managed via MAPP meetings

Charged with a serious further offence	
Level 2	1
Level 3	0
Total	1

Of those charged during the year (level 2 and 3 combined) plus those who remained charged with an SFO last year, ie at 31 March 2008:

Convicted of a serious further offence	0
Other outcome	1
Remain charged with serious further offence	1

Further data on Registered Sexual Offenders

Registered Sexual Offenders in:	
Carmarthenshire	102
Ceredigion	39
Pembrokeshire	73
Powys	70

Total number of registered sexual offenders in Dyfed Powys per 100,000 head of population

	59
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Registered Sexual Offenders cautioned or convicted for breach of notification requirements

	9
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Sexual Offences Prevention Orders

Applied for	33
Interim Order issued	1
Full Order issued	22

Notification Orders

Applied for	0
Interim Order issued	0
Full Order issued	0

Foreign Travel Orders

Applied for	0
Interim Order issued	0
Full Order issued	0

The totals of MAPPA eligible offenders, broken down by category, reflects the picture on 31 March 2009, ie a snapshot. The rest of the data covers the period 1 April 2008 and 31 March 2009.

Youth Offenders Team

There are relatively few young people subject to MAPPA in Pembrokeshire and the cases we have managed this year show how working together to assess and manage the risks they pose can be effective in keeping our community safer.

One young person was convicted and subsequently imprisoned for a very violent offence where homophobia was a significant feature. The MAPPA referral that followed and the discussions around the case at a multi-agency meeting meant the Youth Offender Team's (YOT) risk assessment and risk management plan were scrutinized by key people within Probation and the Police. Although it was felt that the YOT plan was robust enough that he could be overseen by the YOT alone, the involvement within the MAPPA process was critical in determining the correct level of risk management.

YOT staff, with their in-depth understanding of young people, formed the basis of the assessment and risk management planning,

so we could be confident that this young person's needs were also considered and met in discussions within the MAPP meeting. This meant the risks he posed could be addressed with a better chance of success.

In fact this young person completed the licence period successfully with a plan for future accommodation and training in place by the end of their involvement with the YOT.

Liz King, Pembrokeshire Youth Offender Services



Working with Victims

The purpose of MAPPA is to increase the protection given to the public from certain types of offenders. To achieve this it's important to focus on victims as well as offenders.

In all cases, victims and potential victims are identified. In every case where an offender has been sentenced to 12 months or more in prison for a violent or sexual offence, the Victim Liaison Officer (employed by Dyfed Powys Probation Trust) will offer to keep the victim informed of significant events in the sentence. They will also ask the victim about their views and will ensure

the victim's feelings are presented to the MAPPA panels. Victim Liaison Officers attend or provide reports to the MAPPA meetings and risk management plans take into account the information they provide.

Frequently extra conditions are added to post release licences to prohibit the offender from making contact with the victim, or even from going to the area where the victim lives.

MAPPA is at the heart of ensuring the needs of victims are respected, understood and where possible, met.

Some things we've achieved this year

Following the publication of National MAPPA Guidance 2009, version 4, we have concentrated a lot of effort into implementing necessary changes in practice. Next year we will need to review and update policies, protocols and procedures.

The MAPPA training plan was reviewed and an event for 60 staff from Duty to Cooperate agencies has been organised for July 09 with further events to follow. Briefings for Responsible Authority & Duty to Cooperate agencies have continued. Next year we are expecting the publication of the National MAPPA Training Manual so we look forward to expanding and improving the learning opportunities for relevant staff in Dyfed Powys

We have continued to keep the management of MAPPA offenders local

and have held approximately 500 meetings across Dyfed Powys to discuss and put together risk management plans for the level 2 & 3 offenders.

All of the work we have achieved has been with the aim of enhancing the protection offered to the public in Dyfed Powys by working together to ensure information is shared, risk assessment is thorough and risk management planning is robust for the most dangerous offenders in our communities

That so many of the offenders managed via MAPPA do learn to lead law abiding lives is testament to the efforts of all the professionals, family members, friends and members of the public who contribute to these success stories.

Equality & Diversity

MAPPA is committed to provide equal access to services for all groups, particularly in relation to race, gender, age, religious belief, sexuality, sexual orientation and disability. This means all actions undertaken or recommended by MAPPA, and all policies and procedures, will be based on assessments of risks and needs not on stereotypical assumptions about groups which would be discriminatory in outcome.



Contact

Responsible Authority MAPPA Leads

Probation

Rebecca Remigio
Assistant Chief Officer (ACO)
Tel. 01267 221567

Police

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Assistant Chief Constable (ACC)
Tel. 0845 330 2000

Prison

David Ward
Governor, HMP Usk & Prescoed
Tel. 01291 671600

MAPPA Coordinator

Yvonne Williams
Tel 0845 330 2000

Useful websites

Responsible authority websites

www.dyfedpowysprobation.org
www.dyfed-powys.police.uk
www.hmpsprisonservice.gov.uk

Victims

www.victimsupport.org.uk/powys/dyfed

Services for Children and Vulnerable Adults

www.carmarthenshire.gov.uk
www.ceredigion.gov.uk
www.pembrokeshire.gov.uk
www.powys.gov.uk

Domestic Abuse Forums

www.notyourfault.org/carmarthen
www.ceredigion.gov.uk
www.pembrokeshire.gov.uk
www.powysdomesticabuse.org