

# DYFED POWYS MAPPA

ANNUAL REPORT  
2009|2010

MULTI AGENCY PUBLIC PROTECTION ARRANGEMENTS

## Chief Executives Introduction

Keeping the public safe is a top priority for the Dyfed Powys MAPPA Area. Our Police, Probation and Prison Service colleagues work in partnership within the "Multi-Agency Public Protection Arrangements" (MAPPA) to share resources and expertise providing a robust joint approach in managing those sexual and violent offenders who pose the highest risks. We are supported by partners from other agencies who have a "duty to co-operate" with the MAPPA.

Managing dangerous offenders within the community presents challenges in reducing the potential for further harm to be caused to victims whose offending has a high impact on individuals, their families and the wider community. This is achieved through robust monitoring including regular home visits and reviews of personal circumstances including intelligence gathering through Neighbourhood Policing Teams. This is balanced with rehabilitation recognising that communities are safer when offenders have support to make positive changes in their lives. The work of Housing Authorities and Associations

and Job Centre Plus play key roles in providing this stability.

Although there are no prisons within the MAPPA area we work closely and receive support from staff at HMP Swansea who are committed fully to Public Protection. During an offenders time in custody we work hard to rehabilitate them ensuring support, training and treatment are appropriately utilised to help change their lives and become law abiding citizens upon release.

Over the last 12 months we have reorganised structures and working practices to improve efficiency and service. We are actively supporting the introduction of Integrated Offender Management which will enhance the service provided to protecting the public.

HMP Swansea has continued to develop all staff by providing high quality training to be able to effectively monitor offender's behaviour in custody, implement smarter ways of working with partnership agencies and contribute to management plans of high risk offenders prior to release.

Police and Probation colleagues have participated in joint training to improve information sharing and increased the Probation Service use of ViSOR to assist that process. Workshops have been held to improve our partner agencies understanding of MAPPA and we are working closely with Mental Health practitioners to improve joint working in this key area.

During the reporting period we assessed and managed 406 offenders and it is pleasing to report that there were no cases of serious further offending. This provides some reassurance of the success of MAPPA however, we will not become complacent and will continue to improve these arrangements.

We are committed to safeguarding our communities by helping and assisting offenders change their behaviour and make long term plans for their rehabilitation. The Multi Agency Public Protection Arrangements provide a robust framework to help us achieve this aim.

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# 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 MAPPA-eligible 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 the Police of any subsequent changes;

### 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 at which offenders are managed 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.

### The role of Lay Advisers?

The Responsible Authority is required to appoint two 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 an IT system for the management of people who pose a serious risk of harm to the public. Since implementation of ViSOR the three MAPPA Responsible Authority agencies - Police, Prison and Probation - are able to work on the same IT system which enables 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

It has once again been a busy year for the Lay Advisor in the Dyfed Powys area. I have continued with the required training at both local and National level to ensure I understand both my role and duties within the ever changing MAPPA process.

The agencies involved in the process carry out the required work to a very high standard which is often unseen or appreciated by the general public and only when on limited occasions something might go wrong.

Until I became a lay advisor I was unaware of the term MAPPA, never mind the people

behind the acronym carrying out work across organizational boundaries within Dyfed Powys to ensure the safety of the Public.

The role of the lay advisor is to simply represent the views of the public.

I act as a critical friend to the professionals who oversee the process, but simply as a volunteer, appointed by the Ministry of Justice, and empower to sit on the Senior Management Board, and as a Lay Adviser one of my references is to challenge the decision making process of the agencies involved

However, Lay Advisers are not involved in the operational activity or discussions about specific offenders in the MAPPA process.

It is my wish that the public, through the local media, had a better understanding of the MAPPA process. We have a dedicated team of professional people working together which include the Police, Probation, Social Services, Housing, Education, Health and the Safeguarding Children's Board, and others, who all collaborate to ensure the MAPPA process works in our area. The staff members within the Inter agencies, together with the robust process we have, has to be commended, and is above all, most reassuring in protecting us the Public.



Arwel Fowler  
Lay Adviser

# 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

## Chris

## MAPPA Category I

Chris was referred into MAPPA following his conviction for possessing indecent images of children. He was sentenced to 24 months imprisonment. Due to the number and nature of the images, his risk of re-offending and causing harm to children was assessed as high.

Before his conviction, Chris was married with 3 children, had been in full time employment and was buying his house. He and his family were very involved in their local community and sports club.

Whilst in prison, Chris said he wished to return to the family home and said his wife would be willing for this. It was decided to hold a Level 2 meeting to ensure all relevant agencies shared information and worked together to assess, manage and reduce the risks Chris posed to children.

The meeting consisted of representatives from police, prison, social services, education, housing and probation. It quickly became clear that there were several areas of concern. Chris' wife had put in an application to housing because her mortgage had not been paid and the house was being re-possessed. Staff at the children's school were concerned about their deteriorating behaviour and attendance; police confirmed that the eldest son was now a member of a group of youths causing antisocial behaviour locally. Chris himself was refusing to work on his offending behaviour whilst in custody and had become very friendly with another child sex offender who had committed far more serious offences.

Further investigation revealed that the children were being bullied at school and that Chris' wife was applying for housing

away from the local community, intending to not tell Chris where they were when the time for his release came. Chris had been writing from prison to a known sexual offender and was making plans to visit him after his release.

A Sexual Offences Prevention Order (SOPO) had already been imposed on Chris when he was sentenced.

At further MAPP meetings, several courses of action were decided:

- The conditions of his licence on release were determined which prevented Chris from associating with named individuals, from having any photographic or other electronic equipment which enabled access to the internet, from having any unsupervised contact with children under 16 years (including his own children) plus a requirement that he co-operate with Probation to work on his sexual offending behaviour.
- The conditions on his SOPO were re-written and a new application made to link his licence and SOPO conditions so that some of the preventative measures would continue when his licence ended.
- Social Services allocated a key worker to work with Chris' wife and children to help them come to terms with what had happened to them and to help them work out what they really wanted for the future when Chris was released.
- Accommodation was sought for Chris in Approved Premises so that after release he had a period of re-settlement in the community while he also worked with probation staff and others on ways to ensure he did not commit further offences.

Chris has been out of prison for 10 months. He lives in the next town to his wife and children and has regular contact with them at his parent's home. He is undertaking a programme to address his offences and is becoming more aware of the harm he has caused to everyone, the direct victims of the actual offences and the unintended victims such as his family.

Chris' children have remained in the same community at the same schools and continue to receive support from education and social services. They hope their father will return to live with them one day.

Chris will continue to be managed through MAPPA for many years but at a recent Level 2 meeting it was decided that management could be reduced to Level 1 on the basis that the risk management plan appears to be working, his response to supervision is good and changes in his attitude are evident. When his licence ends, Chris will be free from many of the constraints currently on him, but the work put in place by the various agencies has already helped to reduce the risk of Chris harming children in the future and the conditions of his SOPO and registration as a sexual offender will provide a means for monitoring his continued progress.



## Lizzie

## MAPPA Level 2

Lizzie has a history of “low level” violent offending since the age of 15 years when she was first convicted of common assault against a fellow pupil at school. She is now aged 29 years. Lizzie’s most recent prison sentence was for a very serious assault against a “friend” she met during an evening’s drinking in a local pub. It was this offence which resulted in the referral to MAPPA.

Whilst Lizzie doesn’t have a diagnosis of mental illness, she has had contact with Mental Health Services in the past. She has ongoing problems with self harming, alcohol and drug misuse, abusive relationships, a poor employment history and a high level of debt which has resulted in homelessness.

Six months prior to her release, a MAPPA Level 2 meeting was held to assess, manage and reduce the risk she poses to others when in the community. Information was shared between police, probation, prison, mental health services, drug & alcohol agency, GP, job centre and housing. When

it became known that Lizzie also had 2 children who had been taken into care several years previously, Social Services were also invited to the meetings. It became apparent that Lizzie had grown up in a home where domestic violence was commonplace and she had, as a child, been on the Child Protection Register. Her children had been taken into care due to her poor parenting skills and as they had been adopted, Lizzie had no knowledge of their whereabouts.

Whilst in prison, Lizzie developed a constructive friendship with another woman on her wing, who offered her accommodation. As it was in another part of the country, staff from relevant agencies in the new area were also invited to MAPP meetings.

- GP referrals for counselling about her emotional well being & self harming, and alcohol & drug treatment were arranged in the new area ready for her release.
- She was referred and enrolled on a drug & alcohol awareness course

with probation and “Skills for Life” sessions were set up to help Lizzie with financial management and coping with relationships and anger management.

- A Job Centre appointment was set up for her first week in her new community.

Lizzie has been on licence for a year and has another 6 months to go. Some months into her licence she got involved with another man who began to abuse her. Her friends recognised what was happening and when she became pregnant, Lizzie was encouraged to move to a women’s refuge for protection and support. The work being done since her release is continuing and Lizzie is trying very hard to maintain her new lifestyle. Her risk of harming others is already assessed as much reduced.

Even so, a year is not long to change the impact of a lifetime of violence and plans are now being considered how to build on the success thus far and to ensure the necessary support continues after her licence ends. Lizzie remains subject to MAPP meetings in her new area.

## Ben

## MAPPA Level 2

Ben, served 5 years for sexual offences against his young daughter and 2 of his granddaughters. His sentence period ended some time ago but due to the nature of his offences and length of his sentence, he will need to register as a sexual offender for the rest of his life.

One of the conditions of registration is that he must accept visits to his home by police officials.

When police officers called on Ben unannounced. He had a large selection of CDs and DVDs, a few of which were on the coffee table.

When Ben attempted to move these away the officers became suspicious and asked to view them. It was ultimately discovered

these contained thousands indecent images of children. Ben has been charged and is awaiting sentence.

At the time of the visit further investigation of the home found children’s toys and sweets and Ben admitted that some of his family members and friends had begun to visit him again. Some of his friends also had grandchildren.

A MAPPA Level 2 meeting was held to bring together information to put together a family tree so that all potential child victims could be identified and strategies put in place to ensure they were protected. Planning will continue throughout Ben’s sentence in readiness for his return to the community and the consequent increase in risk to children.



# MAPPA Explained

The totals of MAPPA eligible offenders, broken down by category, reflects the picture on 31 March 2010, (i.e. a snapshot). The rest of the data covers the period 1 April 2009 and 31 March 2010.

## 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 (95.2% this year) 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.

## Sexual Offences Prevention Order (SOPO)

A court may make a SOPO at the time of dealing with certain sexual offenders or

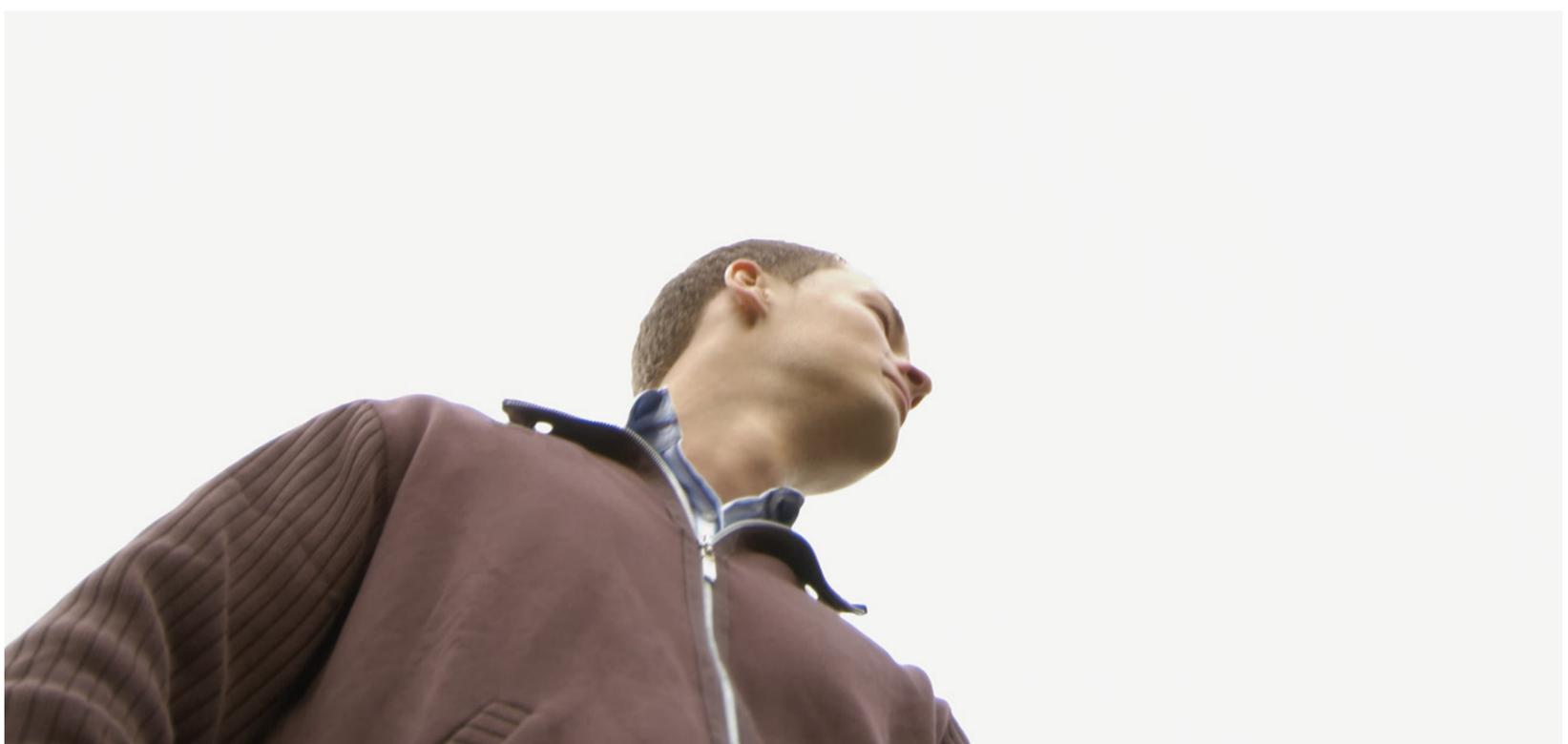
when the police make a special application on account of the offender's behaviour in the community. The full order lasts for a minimum of 5 years, and can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender 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.



# MAPPA Statistical Information 2009/10

Number of MAPPA eligible offenders at 31 March 2010

	Level 1	Level 2	Level 3	TOTAL
Category 1: Registered Sexual Offenders	280	11	3	294
Category 2: Violent offenders	100	11	0	111
Category 3: Other Dangerous Offenders	—	1	0	1

## Enforcement for offenders managed via MAPP meetings

### Returned to custody for breach of licence

Level 2	5
Level 3	1
<b>Total</b>	<b>6</b>

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

Level 2	1
Level 3	1
<b>Total</b>	<b>2</b>

## Further data on Registered Sexual Offenders

### Registered Sexual Offenders in:

Carmarthenshire	110
Ceredigion	48
Pembrokeshire	67
Powys	69

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

64.72

This figure has been calculated using the 2009 Mid-Year Population Estimate published by the Office for National Statistics on 24 June 2010, excluding those aged less than ten years of age. It is not directly comparable to figures published in previous years.

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

6

### Sexual Offences Prevention Orders (SOPOs)

Applied for	8
Interim Order issued	1
Full Order issued	8

### 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

## Working with Victims

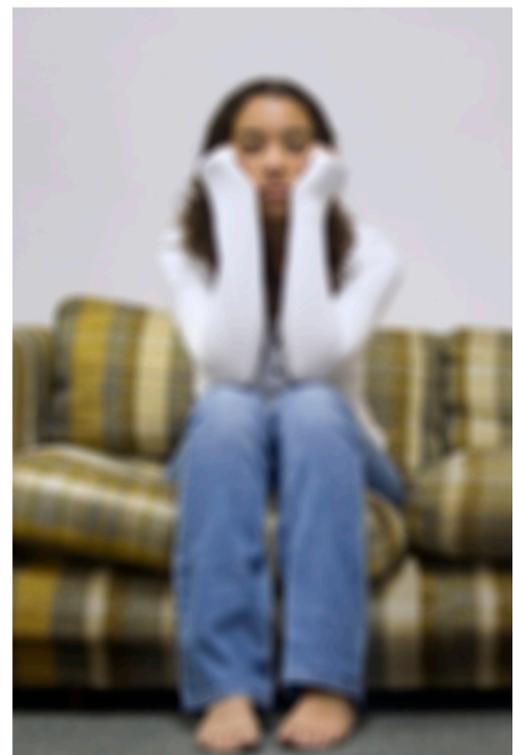
The purpose of MAPPA is to increase the protection given to the public from certain types of offenders. To achieve this it's important to focus on victims as well as offenders.

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.



# Key Developments

## Police

This year the focus has again been on implementing changes in practice to improve multi agency management of offenders and comply with national guidance. This has included the setting up of three new SMB sub groups to develop training, improve performance and communication. In particular we are improving the use of Information Technology with MAPPA partners, our briefing systems to ensure Neighbourhood Policing Teams are better placed to assist in managing offenders within their communities. Most importantly we want to improve the information we give to the general public. This will enable communities to understand the actual risk presented within their own counties recognising that fears in respect of sexual offending are often increased as a result of high profile cases receiving national media attention.

## Probation

This has been an exciting year that has seen the merging of the four Wales Probation Trusts and Areas into a single, unified Trust. The merger will offer significant opportunities in terms of consistency, cohesion and a shared National vision. It will also provide an opportunity for issues and challenges, common across Wales, to be considered and tackled on shared learning and solutions. An example of this would be the community reintegration and accommodation of high risk offenders – most specifically sex offenders.

The business model for service delivery across Wales is that of local delivery units of which there are two in Dyfed Powys. The ethos of the local delivery unit is that strong relationships are maintained and developed locally. The implementation of the integrated offender management model should enhance these relationships against the backdrop of a changed landscape.

This year has seen the Dyfed Powys Probation Trust implement and rollout the violent offender and sex offender register (Visor). The aim of Visor is to support multi-agency collaboration in risk assessment and management of violent and sex offenders and generally support the MAPPA processes through information and intelligence sharing within a confidential environment.

## Prison

This year HMP Swansea has identified operational staff to ensure that the knowledge, skills and experience are appropriately placed in the public protection unit to provide the highest levels of service. The level of cooperation has increased and includes the sharing of resources and expertise of Prison Service staff in the participation of MAPPA Sub Group meetings within the Dyfed Powys area. We are working to increase the use of VisOR while the offender is in custody to improve information sharing with Police and Probation.

# 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

## Police

Nick Ingram  
Assistant Chief Constable (ACC)  
Police Non Emergency Number 101

## Probation

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Assistant Chief Officer (ACO)  
Tel: 01267 221567

## Prison

Neil Lavis  
Governor HMP Swansea  
Tel: 01792 485300

# Useful websites

## Responsible authority websites

[www.dyfedpowysprobation.org](http://www.dyfedpowysprobation.org)  
[www.dyfed-powys.police.uk](http://www.dyfed-powys.police.uk)  
[www.hmpsprisonservice.gov.uk](http://www.hmpsprisonservice.gov.uk)

## Victims

[www.victimsupport.org.uk/powys/dyfed](http://www.victimsupport.org.uk/powys/dyfed)

## Services for Children and Vulnerable Adults

[www.carmarthenshire.gov.uk](http://www.carmarthenshire.gov.uk)  
[www.ceredigion.gov.uk](http://www.ceredigion.gov.uk)  
[www.pembrokeshire.gov.uk](http://www.pembrokeshire.gov.uk)  
[www.powys.gov.uk](http://www.powys.gov.uk)

## Domestic Abuse Forums

[www.notyourfault.org/carmarthen](http://www.notyourfault.org/carmarthen)  
[www.ceredigion.gov.uk](http://www.ceredigion.gov.uk)  
[www.pembrokeshire.gov.uk](http://www.pembrokeshire.gov.uk)  
[www.powysdomesticabuse.org](http://www.powysdomesticabuse.org)