

MAPPA

**MULTI-AGENCY
PUBLIC
PROTECTION
ARRANGEMENTS**

ANNUAL REPORT

**2008/
2009**

working together to protect the public



Heddlu
Gwent
Police

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INTRODUCTION



Jane Coates
Chief Probation Officer
Gwent Probation Area



David Ward
Prison Governor
HMP Usk and Prescoed



Mick Giannasi
Chief Constable
Gwent Police

The strength of MAPPA lies in effective collaboration between all the participating agencies, including the Police, Probation and Prison Services as the designated Responsible Authorities and other key organisations with a shared commitment to the safe management of individuals who have committed sexual and other serious crimes. That partnership has been further strengthened by the delivery of Multi Agency MAPPA training which has, as well as developing the skills base critical to this area of our work, reinforced communications links between agencies and facilitated a greater understanding of our different roles. There are details of this training further on in the report but it is worth noting that several other areas have adopted the programme and the National Policing Improvement Agency (NPIA) have recognised it as a model of best practice.

INTRODUCTION (continued)

Last year we reported on the review of MAPPA, undertaken by Her Majesty's Inspectorate of Probation, and the subsequent 'Turning Good Intentions into Good Practice' report. The Inspectorate carried out a detailed Offender Manager Inspection, as part of a national programme, in June 2008 and the following is the opening paragraph of HMIP's report on its findings:

This inspection of core work with offenders came soon after two other pieces of work carried out in Gwent by this inspectorate, which produced disappointing results.

It is entirely to its credit that Gwent Probation Area, together with its partners, has worked hard to promote improvement in the intervening months. More than this, it has succeeded in demonstrating improved quality in a number of key regards and is to be congratulated. In particular we were pleased to see that some of its Risk of Harm work is now being carried out to a better standard.

(Andrew Bridges, HM Chief Inspector of Probation)

As part of the Gwent MAPPA partnership's commitment to building on those achievements and maintaining a tight and responsive focus on the management of high risk offenders, a recent reorganisation of Gwent Police has included the centralising of its Public Protection function. More details of the new arrangements are outlined later within this report and include reference to the responsibilities the Police hold in relation to potentially dangerous persons [PDPs]. The processes put in place by the Public Protection team for dealing with PDPs have been adopted nationally, pending the outcome of an assessment of the different practice models currently in place across Wales and England to manage this group of offenders.

There is scope within these opening comments to offer just a flavour of the proactive, purposeful and diligent approach which underpins the work of the local MAPPA in managing high risk offenders and protecting communities from the harm caused by crime, particularly sexual and other serious crime but mention should be

made of the crucial role held by the MAPPA Strategic Management Board in determining policy and ensuring that arrangements are deployed in a strategic, relevant and powerful way across Gwent.

In the report you will find a section about the Strategic Management Board, identifying who is represented there and what they do and it would be remiss of us if we did not acknowledge here the work of two SMB colleagues who have played an invaluable part in developing MAPPA and who are retiring this year.

Colin Berg, who has retired from the position of Chief Executive of Monmouthshire County Council, was a long time member of the SMB and took the lead into researching Circles of Support, a community based approach to helping sexual offenders manage their own risk. Colin's contribution to MAPPA had a significant and lasting impact on the way we worked and his challenging, supportive contributions, his exceptional communication skills and his strategic understanding of issues will be much missed.

Bill Horne served as Assistant Chief Constable of Gwent Police from January 2001 until his retirement in June 2009. Mr Horne was Chair of the Strategic Management Board and led MAPPA through some very difficult times with skill, foresight and a steadfast determination to achieve positive change. The high standard set by Mr Horne, in the role of SMB Chair and through his many other contributions, has steered MAPPA in Gwent along a path of continuous improvement and he leaves behind a professional legacy which will have lasting value as our work with high risk offenders develops and matures.

We wish both Colin and Bill a happy retirement and thank them for all their efforts over the years.

We have recruited another Lay Adviser to the SMB, joining the experienced and highly regarded Sally Williams, and are awaiting Ministerial approval before making an announcement about the appointment.

All four MAPPA sub-groups, created to enhance the effectiveness and efficiency of local arrangements, are now in place and meeting on a regular basis. The sub groups are:

- Accommodation
- Training
- Communication
- Audit and Performance

We believe the structures, systems and procedures we have established provide a robust and relevant response to the complex demands which permeate the safe management of sexual and other serious offenders within Gwent. We are all too well aware, though, that, in this high risk area of work especially, there can be no room for complacency and we are committed to continuing to work unstintingly, within the MAPPA partnership, to secure further improvements and justify the confidence of local communities in our ability to protect them from harm.



KEY ACHIEVEMENTS

The Centralisation of Police Public Protection

- The Dyfed-Powys Police report into the Craig Sweeney case made a recommendation that front line public protection police officers should receive dedicated supervision from a public protection specialist line manager. This has now been achieved following a reorganisation of Public Protection Policing in Gwent.
- Following the appointment of a Public Protection Superintendent, Gwent Police centralised their Public Protection functions into four distinct teams.
- As well as MAPPA there are teams for Child Protection, Domestic Violence and the Protection of Vulnerable Adults (POVA).
- This is the last of the twenty recommendations from the Sweeney report to be achieved. It has taken a lot of careful planning as it was important to get the process right and not leave other areas of policing short of resources.
- Having one Detective Inspector with responsibility for MAPPA has not only brought a new level of consistency but has ensured the best practices from the three police divisions can be replicated across the force area. Having two Public Protection Sergeants ensures that the front line Public Protection Police Officers are well supported and their work is closely monitored.

Multi Agency MAPPA Training

- One of the aims in last year's MAPPA Business Plan was to have four multi agency MAPPA training events. With help from all agencies involved in MAPPA we achieved this with very positive results.
- We trained over 240 existing and potential MAPPA practitioners with specialist input from our partner agencies. With presentations and question and answer session provided by: Forensic Mental Health, Housing, Youth Offending Services, Social Services, Police and a joint Prison and Probation input all the main contributory partners were covered.
- We received encouraging and helpful feedback which enabled us to adapt the training to better suit the participants training needs.
- The training has been recognised as national best practice by the National Police Improvement Agency (NPIA). A lot of the Gwent training has been used and adapted for the National MAPPA Training Manual which is a great compliment.
- We hope to provide more Gwent MAPPA training days but our focus will be the regional delivery of the National MAPPA Training manual with our colleagues from the other three Welsh Areas. This will provide a consistent national approach and ensure the best use of limited resources.



Case Study:

Anthony was only 15 when he was convicted of a serious sexual offence against a younger child. He spent two years in a local authority secure setting and was then moved to a specialist unit, outside of the area, for young people who have committed sexual offences. Leading up to his return to the community Anthony stated he wanted to return to the Gwent area to be near his father. This move coincided with him becoming an adult at which time responsibility for his supervision would fall to Probation.

To ensure all aspects of risks posed were assessed we held a series of level 2 MAPPA meetings involving a wide variety of agencies. His Youth Offending Services Officer along with the Aftercare Worker from his home area were present. Police and Probation are always represented at MAPPA meetings and they were joined by colleagues from Housing and Social Services Departments in the receiving area.

Gwent Probation identified an Officer to take over his supervision who attended all MAPPA meetings. Following a thorough risk assessment it was agreed he could move into a local authority premises near his father. His interaction with any young family members was always supervised and staff worked with him to build on his independent living skills.

Through joint visits and effective communication Anthony's risk was managed up until the end of his period of licensed supervision. All available risk assessments, including an independent NSPCC assessment indicated that the risk he presented are low.

Anthony has not committed any further offences, his aftercare worker who will be his case worker until he turns twenty one will refer back to MAPPA should she have any concerns about his level of risk.

THE MAPPA FRAMEWORK

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 Gwent 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
- 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:

Registered sexual offenders (Category 1)

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

Violent offenders (Category 2)

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.

Other Dangerous Offenders (Category 3)

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.

The SMB will measure effectiveness against new national MAPPA standards introduced in October 2007 in order to ensure a common standard of effective public protection arrangements and that each of the agencies is playing a full part in MAPPA.

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. In 2008, for the first time, the three MAPPA Responsible Authority agencies - police, prison and probation - will be 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.



MAPPA IN GWENT

i: CASE STUDIES

Mr Singh was sentenced to 5 years custody with 5 years extended licence for an offence of criminal damage (endangering life). Mr Singh is a grievance fire starter, this current conviction was for a fire in his accommodation. He has a previous arson conviction from two decades ago which appeared to be planned in revenge for a wages dispute. Ten years ago Mr Singh violently assaulted an eleven year boy in retaliation for rude comments made by the child.

Mr Singh minimises the risk he poses, he has not engaged in any offending related work and has a tendency to fly off the handle. Although at time of sentencing there was no discernable mental health diagnosis this still raised concern for the MAPPA meeting. He has a previous history of cannabis misuse and excessive drinking.

At the initial MAPPA meeting staff from the prison came to share information and assist with planning for his release. At subsequent meetings both Trothwy Accommodation and Risk Management Scheme (ARMS) and the Forensic Mental

Health Service contributed to the management of the risk posed. Once released, mental health services engaged the services of an Independent Living Skills support provider to help Mr Singh re-settle. Mr Singh resided in bed and breakfast initially on release before being accommodated in a local authority property. The local authority housing department worked very closely with Probation and Police when trying to identify a property where the risk could best be managed. They attended all MAPPA meetings up to and beyond his eventual resettlement into permanent accommodation.

Following his release from custody all agencies found it very difficult to engage with Mr Singh and became increasingly concerned about the state of his mental health. As he was being seen on a regular basis by up to five agencies any developing concerns could be quickly shared and acted upon.

Mr Singh was sectioned under the Mental Health Act and spent five months in hospital before a staggered



re-introduction into the community. Since his discharge from hospital he has been supported by the Forensic Mental Health Team, Trothwy ARMS, the Probation Service, health visitors and living skills support workers.

As the risk management plan is robust and the mechanism for information exchange is firmly in place the case is now being managed at level 1. All agencies in contact with Mr Singh report any concerns or changes to his Offender Manager who acts as the central point in the risk management plan. Mr Singh has not reoffended since his release from prison and continues to work on resettling into the community.

MAPPA IN GWENT

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Eventually, after much delay, a second Lay Adviser for Gwent MAPPA was approved in October, 2008 though at the time of writing, we have not received ministerial approval. Hopefully together we shall be able to realise our remit. A key component of the Business Plan 09/10 is the need to ensure that Lay Membership is maintained and adequate induction training is provided. This is also directed in MAPPA Guidance Paragraph 19: Lay Advisers. We anticipate that this will be implemented and run consistently without much delay.

The development of a Communication Strategy and a Circles of Support group, involving volunteers, were muted in the SMB meeting in January, 2009 but so far little progress has been achieved. A key aim of both these is to raise public awareness, increase confidence and most importantly, to allay fears within the general public. We anticipate being actively involved in raising awareness among these demographic communities and interest groups. The membership of the SMB, though disparate, is consistent in their duty to co-operate, which is encouraging. We hope that these different agencies are aware of our monitoring role and are prepared to support us if required.

Sally Williams

MAPPA IN GWENT – LAY ADVISER

I was appointed (pending Ministerial approval) as the second MAPPA Lay Adviser in October 2008. To date I do not feel that I have advised on any issue. I remain positive. In the short time that I have been a member of the SMB I have been encouraged by the way MAPPA Gwent is standardising its processes in order to ensure consistency across England and Wales.

A key component of the business plan 09/10 is the need to ensure lay membership is maintained and that adequate induction and training is provided. The development of a communication strategy with which will address public confidence provides an opportunity for increased Lay Adviser involvement. I anticipate being actively involved in raising awareness among demographic communities and interest groups.

The consistency of membership by agencies with a duty to co-operate is encouraging. I have worked with some of these members in the past and feel confident in their dedication and, if required, support of my efforts in this monitoring role.

Margaret Lewis

MAPPA IN GWENT – LAY ADVISER

STATISTICS

Number of MAPPA eligible Offenders at 31 March, 2009

Registered Sexual Offenders	396
Violent Offenders	104
Other dangerous Offenders	3
TOTAL	503

Offenders managed via MAPP meetings – Level 2

Registered Sexual Offenders	61
Violent Offenders	41
Other dangerous Offenders	16
TOTAL	118

Offenders managed via MAPP meetings – Level 3

Registered Sexual Offenders	2
Violent Offenders	1
Other dangerous Offenders	1
TOTAL	4

Enforcement for offenders managed via MAPP meetings

Returned to custody for breach of licence	
Level 2	26
Level 3	0
TOTAL	26

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

Level 2	0
Level 3	0
TOTAL	0

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 & 3 combined) plus those who remained charged with an SFO last year, i.e. at 31 March 2008:

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

Further data on Registered Sexual Offenders

Registered Sexual Offenders in:	A Division – Newport	143
	B Division – Torfaen & Monmouthshire	110
	C Division – Caerphilly and Blaenau Gwent	143

Total number of registered sexual offenders in Gwent per 100,000 head of population **71**

Registered Sexual Offenders cautioned or convicted for breach of notification requirements **24**

Sexual Offences Prevention Orders

Applied for	21
Interim Order issued	0
Full Order issued	13

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

EXPLANATION / COMMENTARY

The data on RSO numbers reflect the picture on 31 March 2009; i.e. a snapshot. The rest of the data covers the period between 1 April 2008 and 31 March 2009.

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 (75% 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.

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; e.g. 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.

Changes from Last Year - The only significant change in the statistics from last year is a large reduction (23 down to 4) the number of offenders managed by a level 3 meeting. The reason for this is that the review of all sexual offenders by the police last year threw up a number of disclosure issues which needed discussion. Last year it was a requirement for disclosure discussions to take place in a level 3 meeting. This is no longer the case and disclosure issues are considered at EVERY MAPPA meeting and in some circumstances the decision to disclose can be made by at level 1, ordinary agency management.

MAPPA

STRATEGIC MANAGEMENT BOARD MEMBERS

Chair, Adam Gotley ACO Probation

Vice Chair, Bill Horne ACC Gwent Police (retired)

David Ward, HMPS Governor HMP Usk and Prescoed

Superintendent Rhiannon Kirk, Gwent Police Public Protection Unit

Sally Williams & Margaret Lewis, Lay Adviser and Lay Adviser Designate

Nigel Brown, Service Manager Blaenau Gwent Children's Services

Alison Elliot, Assistant Director Adult Services, Caerphilly Social Services

Stuart John, Head of Corporate Communications Gwent Police

Neil Howell, Director of Housing Torfaen Borough Council

Colin Berg, Chief Executive Monmouthshire County Council (retired)

Rudi Baronowski, Jobcentre Plus

Gareth Hale, MAPPA Coordinator

Dr Stephen Hunter, Medical Director Gwent Forensic Mental Health Services

Andrew Wallsgrove, Manager Newport Youth Offending Service

Andrea Chichester, Serco Monitoring

Nicky Kift, Senior Nurse Gwent Forensic Mental Health Service

Lin Slater, Designated Nurse Child Protection and LAC, NPHS, SE Wales Region

David Jeremiah, Torfaen Community Safety Partnership

Kevin Gibbs, Area Children's Services Manager NSPCC

Gail Reed, Team Manager, Gwent Probation Public Protection Team

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