

# South Wales



# Annual Report 2023-2024



# Intro

---



## ACC Jason Davies KPM, Chair of the Strategic Management Board

As Chair of the South Wales Multi Agency Public Protection Arrangements 'Strategic Management Board', I am delighted to share with you our annual report 2023-24.

The report outlines the work of MAPPAs in the South Wales region in protecting local communities from the sexual and violent offenders who pose the highest risk of harm.

The responsible authorities for MAPPAs, the Police, Probation, and Prison Service are supported by a range of agencies, including health and social care as well as housing providers who have a duty to co-operate. It is the collaboration of these agencies that provide the foundations for robust information sharing and individual tools that contribute to solving problems and developing robust safety plans.

Throughout this year we have faced many challenges in maintaining public safety, but also through the work of our MAPPAs Operational Group delivered against our annual objectives and continued to improve our approach by learning from case reviews. The important work of our lay advisors provides independent scrutiny and helps us to continually improve.

We must build on our existing arrangements to be progressive and keep our communities safe. Pressures within society will inevitably contribute to further challenges for MAPPAs and as an SMB we are committed to preparing for, and responding dynamically to the threat this poses in managing offenders. Society is complex and presents agencies with wicked issues that as MAPPAs practitioners we work hard to overcome. This can only be achieved if every agency plays its part in building a resilient and cohesive approach.

Sexual and violent crimes can have a devastating effect on victims, especially when those victims are children or vulnerable adults. The wider impact on families and communities must not be

underestimated. The public has every right to demand the very best provision we can offer, so we will continue to work on a range of initiatives across the partnership that builds on the foundations we have set since our last report.



**Nicola Davies,**  
**Wales Divisional Director Probation Service**

**Introduction**

We are pleased to introduce the South Wales Multi-Agency Public Protection Arrangements (MAPPA) Annual Report 2023 – 2024 on behalf of the Strategic Management Board.

MAPPA is the mechanism by which the Probation Service, the Police and the Prison Service as Responsible Authorities work together with Duty to Cooperate agencies such as Housing Services, Local Authorities, Youth Justice Services, Health Services and others. Collaborating to protect the public from harm and keep members of our communities safe. Identifying MAPPA nominals, providing assessments, and overseeing effective risk management plans for those convicted of the most serious violent, sexual and terrorist offences.

This report sets out the statistics over the last business year, demonstrating the volumes of those managed under MAPPA and illustrating to local communities, how as members of the Strategic Management Board we are fulfilling our statutory duty to minimise the harm to the public and manage risks. It is recognised that the percentage of those subject to MAPPA is minimal, however, the impact to victims and members of the community from these crimes can be immeasurable. It is therefore, a core organisational and Strategic Management Board's priority to evolve and drive the effectiveness of MAPPA within the region and across the four constabularies.

The establishment of a regional Wales Strategic Management Board chairs forum has supported the ability to maximise lessons learnt within MAPPA and improve the quality of standards. Steering MAPPA operations in Wales in a unified approach to achieve change, innovation of services, and better outcomes for victims and local communities. The latter end of this year has

brought legislative changes to prison releases, requiring additional demands on MAPPA as Strategic Management Boards have worked collectively to manage arrangements and services efficiently. I would like to give thanks to all the commitment that stakeholders and agencies have provided to MAPPA during this period. Without all agency's contributions, MAPPA would not be able to accomplish its aim, to keep local communities safe through effective risk management.

# 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 offender:

- **Category 1** –subject to sex offender notification requirements;
- **Category 2** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; and
- **Category 3** – individuals who do not qualify under Categories 1 or 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 2024

	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1792	439	-	2231
Level 2	46	54	44	144
Level 3	3	3	6	12
Total	1841	496	50	2387

## 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	129	92	55	276
Level 3	12	6	5	23
Total	141	98	60	299

Category 1 cautioned or convicted for breach of notification requirements	35
---	----

Category 1 who have had their life time notification revoked on application	3
---	---

## Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	159
SHPO with foreign travel restriction	0
Notification Order	0

Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO)	3
--	---

## 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	18	45	30	93

Level 3	0	3	1	4
Total	18	48	31	97

Breach of SHPO		
Level 2		0
Level 3		0
Total		0

Total number of individuals subject to sex offender notification requirements per 100,000 population	155
--	-----

This figure has been calculated using the mid-2023 estimated resident population, published by the Office for National Statistics (ONS) on 15 July 2024, excluding those aged less than ten years of age.

Consistent with previous publications up to 2021/22, this figure is based on the midyear of the publication period. For 2022/23 publication, the population figure was based mid-2021 instead of mid-2022 due to a change in publication schedule by the ONS. As such, the current figure may not be directly comparable with last year's figure.



# Explanation commentary on statistical tables

---

## MAPPA background

The totals of MAPPA-eligible individuals, broken down by category, reflect the picture on 31 March 2024 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2023 to 31 March 2024.

**(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** – 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.

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).

# Local page

---

The current reporting period saw both Lay Advisers [LAs] entering the third year of their appointments with both well-established in roll and contributing to the effective functioning of MAPPA and the Strategic Management Board [SMB] in South Wales. This will be their final *full* year of appointment unless either applies for an extension in later 2024.

Attendance as observers at Level 3 and Level 2 MAPP meetings continued as expected throughout the year and both of us reported to SMB our view that these meetings were professionally chaired with critical information shared, risk assessment and risk management plans appropriately reviewed and ongoing action and contingency plans developed. Confidence could be shown in the way in which these panels sought to safeguard victims and protect the wider public whilst also managing the potential risks posed by dangerous offenders in the community. The quality of joint working and information sharing between the many agencies involved continued to be impressive. Relevant agency attendance at Level 3 and 2 meetings was generally good, too, but, as last year, occasional poor attendance of duty-to-cooperate partners was reported back to both SMB and MOG for an appropriate response.

Throughout the year, whilst we both prioritised attendance at SMB and the Mappa Operational Group [MOG], attendance for both at each was not *always* possible. In those cases, one at least was invariably present to contribute to discussion and planning and give feedback.

Whilst it was not necessary during this period for either of us to *formally* escalate any concerns about MAPPA management to SMB, both commented on some agency failures to attend at some meetings and both shared concerns over the difficulties experienced by overstretched housing providers in providing appropriate accommodation for higher-risk offenders. The offender accommodation agenda was a recurring theme throughout the year and is certain to continue. The Welsh SMB Chairs reflected this concern and, through the South Wales Chair, wrote to the Welsh Government to express this more formally. We welcomed that approach.

Both of us have been involved in MAPPA Serious Case Reviews [SCR] during the year. One concluded and reported during this period, one commenced but is unlikely to report until well into 2024 and a third has yet to commence, awaiting the outcome of a court case. Neither of us had attended a MAPPA SCR before and entered the process with some uncertainty as our role. We both felt that some earlier induction event might have been helpful but, as our experience developed, we felt more confident.

On this last point, it was agreed late in the year, through the MOG, to establish a MAPPA SCR training and familiarisation programme. This would comprise a training event for staff new to the process [or who had not been involved in one for some time] and also a basic document set to ensure that the statutory guidance was translated into something more straightforward and accessible. This is welcomed and an LA response on the role of LAs in the process has been submitted. The work of this group is unlikely to be completed until later in 2024 but will be of value once available.

During the coming year, we both look forward to continuing to be involved in the preparation of the Business Plan, the monitoring of KPIs and participating in audits of key areas of MAPPA practice. Finally, we are both grateful once again to the patience and support offered to us by Claire Kirk, our co-ordinator.

**Tony Richards and Kim Tester**  
**Lay Advisors South Wales MAPPA**

All MAPPA reports from England and Wales are published online at:

[www.gov.uk](http://www.gov.uk)

Probation  
Service



HM PRISON  
SERVICE