



Multi Agency Public Protection Arrangements

DEVON, CORNWALL & THE ISLES OF SCILLY



Annual Report 2018-19

Introduction

The Devon and Cornwall Multi Agency Public Protection Arrangements (MAPPA) Strategic Management Board (SMB) is pleased to present the 2018 - 2019 Annual Report.

MAPPA is a highly effective set of arrangements for managing the most dangerous offenders in England and Wales. Locally, this work is led by Devon and Cornwall Police, the National Probation Service and HM Prisons and, together with our key partners from the Duty to Co-operate Agencies, we have continued to work over the past year to prevent crime and protect the public.

This Annual Report is an opportunity for our agencies to demonstrate how we manage violent and sexual

offenders and to be accountable to the community that we serve in Devon and Cornwall. It sets out statistics showing the number of offenders managed under MAPPA by category and level and contains examples that illustrate how we use Multi Agency Public Protection Arrangements to assess, monitor and manage the risk of harm posed by these offenders and work to keep the community safe.

This work is undertaken by a group of highly skilled practitioners and managers whose primary focus is protecting the public. We are committed to continuously improving our practice and understanding of risk assessment and risk management and to improving our procedures to reflect this. The Strategic Management Board exists to

support these practitioners and managers in continuing to improve the quality of our work and to ensure that it is delivered effectively. As Chair of the SMB, I continue to be impressed and grateful for the hard work, commitment and professionalism shown by those who work within MAPPA and I hope you find this Report interesting and informative.

David Moffitt

**Chair of the MAPPA
Strategic Management
Board**

What is MAPPA?

MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders (MAPPA-eligible offenders) 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, Jobcentre Plus and Local Housing and Education Authorities.

The Responsible Authority is required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from each of the Responsible Authority and DTC agencies.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA offenders who 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 offenders 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 structured multi-agency management. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.

There are 3 categories of MAPPA-eligible offender:

- **Category 1** - registered sexual offenders;
- **Category 2** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; and
- **Category 3** – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm.

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 offender 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 offender.
- **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 offenders who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when high risk offenders move, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system for the first time, improving the quality and timeliness of risk assessments and interventions to prevent offending.

All MAPPA reports from England and Wales are published online at: www.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2019				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1969	480	-	2449
Level 2	11	10	6	27
Level 3	0	0	0	0
Total	1980	490	6	2476

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	25	27	12	64
Level 3	0	1	1	2
Total	25	28	13	66

RSOs cautioned or convicted for breach of notification requirements	18
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RSOs who have had their life time notification revoked on application	6
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	56
SHPO with foreign travel restriction	0
NOs	0

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	0
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Level 2 and 3 offenders returned to custody				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	4	8	1	13
Level 3	0	1	1	2
Total	4	9	2	15
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	126
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This figure has been calculated using the Mid-2018 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics, excluding those aged less than ten years of age.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2019 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2018 to 31 March 2019.

(a) 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 or they currently pose a risk of serious harm, although the majority are actually managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

(b) Registered Sexual Offenders (RSOs) – 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 offenders 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 – this category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for registration. These offenders are assessed and managed by the National Probation Service, Youth Offending Team or Mental Health Services.

(d) Other Dangerous Offenders – offenders who do not qualify under the other two MAPPA-eligible categories, but who currently pose a risk of serious harm which requires management via MAPPA

meetings. These offenders are assessed and managed by whichever agency has the primary responsibility for them.

(e) Breach of licence – offenders released into the community following a period of imprisonment 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.

(f) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction). Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders. They are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. They requires the offender 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 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 offender. In the case of an order made on a free standing application by a chief officer or the National Crime Agency (NCA), the chief officer/NCA must be able to show that the offender has acted in such a way since their conviction as to make 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.

(g) Notification Order – this requires sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court

for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.

(h) 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 or NCA 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.

A SRO may prohibit the person from doing anything described in it, including travel overseas. Any prohibition 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.

A 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 a 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 a SRO are now recorded on VISOR as a Potentially Dangerous Person (PDP).

(i) Lifetime notification requirements revoked on application

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place that allows qualifying sex offenders to apply for a review of their notification requirements. Persons do not come off the register automatically. Qualifying offenders 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 on the register 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. This applied from 1 September 2012 for adult offenders.

MAPPA in Devon and Cornwall

The 2018-19 year was a time of change for the MAPPA team across Devon and Cornwall. August 2018 saw the arrival of a new MAPPA Co-ordinator, swiftly followed by the recruitment of three new MAPPA Administrators, who have quickly established themselves, alongside existing team members, as a dedicated, cohesive team.

There were a number of key priorities for the 2018-19 year, most notably the development of an annual training programme for staff from a wide variety of agencies. This programme has now been developed and includes training for MAPPA Chairs, MAPPA practitioners, MAPPA Single Points of Contact (SPOCs) and a multi-agency MAPPA Awareness training event

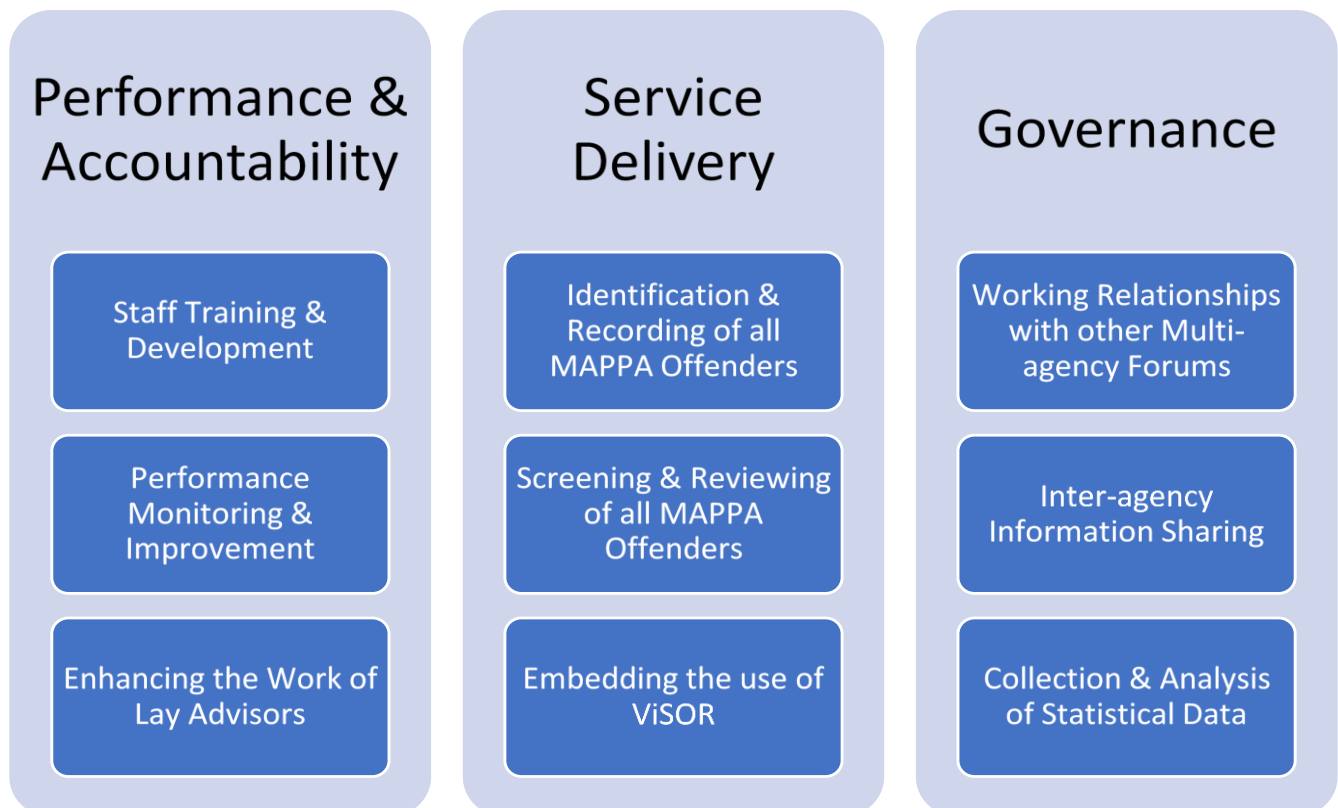
which will be delivered twice a year. Work has also taken place to develop training resources for mental health practitioners to assist with the delivery of in-house training.

A MAPPA Screening Panel was established in 2017 and is now fully embedded into the MAPPA process across Devon and Cornwall. The panel meets on a fortnightly basis to consider all referrals to MAPPA Levels 2 or 3. The panel consists of six members from across agencies including the National Probation Service, Devon and Cornwall Police, the Youth Offending Service, HM Prison Service and mental health services. In 2018-19 the panel considered a total of 112 referrals, 49% of which were approved.

Devon and Cornwall's MAPPA Strategic Management Board has recently reviewed and updated its Action Plan, identifying new priorities for the 2019-20 year. These

priorities fall under the headings Performance and Accountability, Service Delivery and Governance and can be summarised as follows:

Devon, Cornwall & the Isles of Scilly MAPPA Strategic Management Board Key Priorities 2019-20



It is critical to the success of MAPPA that the Responsible Authority and Duty to Co-operate agencies work together in a collaborative manner, sharing information, monitoring and improving performance, and developing the skills and knowledge of all staff

working with MAPPA-eligible offenders. The 2018-19 year proved significant in establishing new working relationships whilst continuing to strengthen existing ones. We look forward to developing these relationships further in 2019-20.

Carrie Webb

MAPPA Co-ordinator

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Devon & Cornwall Police
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