



MAPPA

Multi-Agency Public Protection Arrangements

Devon, Cornwall and the Isles of Scilly Annual Report 2016-2017



Introduction



**Det. Chief Supt
Julie Fielding**

SMB Chair

The Devon and Cornwall Multi Agency Public Protection Arrangements (MAPPAs), Strategic Management Board (SMB) is pleased to present the 2016 - 2017 Annual Report.

The Multi-Agency Public Protection Arrangements that operate throughout the United Kingdom have a world-leading reputation in the management of high risk offenders. In this area Devon and Cornwall Police, National Probation Service and HM Prisons, together with the Duty to Co-operate Agencies, have continued to work together over the past year to prevent crime and protect the public.

This Annual Report offers an opportunity for MAPPAs to demonstrate it is accountable to the community in Devon and Cornwall for the management of violent and sexual offenders. It sets out statistics showing the number of offenders managed under MAPPAs by category and level and describes the work that is undertaken by the agencies involved in the Multi-Agency Public Protection Arrangements. This is evidence of the commitment we have to ensure that Devon and Cornwall remains a safe place to live, work and visit.

The arrangements in place across Devon and Cornwall have continued to demonstrate strong collaborations across agencies in the criminal justice system working together to reduce the risk to the public posed by sexual and violent offenders. Some of the agencies working together provide further details in the report this year.

Important in this process are the regular meetings across Devon and Cornwall which plan for that smaller group of offenders who are assessed as posing a higher risk and need to be managed jointly by the agencies signed up to MAPPAs. Drawing up detailed plans, allocating tasks to individual staff within agencies, sharing plans with those who are in the best position to protect potential victims and the public, subsequently checking on progress and reviewing the progress. The staff working within this area are extremely professional and committed to their work and to keeping people safe.

One of the most important partners in public protection are members of the public and it is vital that they are aware of their responsibility to protect vulnerable members in our community by having the confidence to report any concerns and to know that local services will act promptly and appropriately to ensure the most vulnerable are protected. Devon and Cornwall MAPPAs is committed to looking to develop ways in which our local communities can support the role of public protection.

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 involving the higher risks of serious harm.

- **Level 1** involves ordinary agency management (i.e. managed by the lead agency with no MAPPA formal meetings);
- **Level 2** is where the active involvement of more than one agency is required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level.

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 tables 2016-17

These are Official Statistics to which you have early access as allowed under the code of practice for official statistics. As such they must not be circulated further. Release into the public domain or any public comment on these statistics (including implications of content such as favourable or unfavourable) prior to publication undermines the integrity of official statistics.

The code of practice for official statistics states that areas must “ensure that no indication of the substance of a statistical report is made public, or given to the media or any other party not recorded as eligible for access before publication. Report to the National Statistician immediately any accidental or wrongful release, and investigate the circumstances” (paragraph 8, protocol 2).

For the complete code of practice, please see:

<http://www.statisticsauthority.gov.uk/assessment/code-of-practice/index.html>

The date of publication is 26 October 2017 at 9:30 am.

For inclusion in area MAPPA report:

MAPPA-eligible offenders on 31 March 2017				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1815	377	-	2192
Level 2	10	6	6	22
Level 3	0	0	0	0
Total	1825	383	6	2214

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	25	14	64
Level 3	1	0	0	1
Total	26	25	14	65

RSOs cautioned or convicted for breach of notification requirements	20
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Restrictive orders for Category 1 offenders

SHPOs & NOs imposed by the courts

SHPOs	198
SHPOs with Foreign Travel Restriction	0
NOs	4

Level 2 and 3 offenders returned to custody

Breach of licence				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	4	6	6	16
Level 3	0	0	0	1
Total	4	6	6	16

Breach of SOPO/SHPO

Breach of licence				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	2	-	-	2
Level 3	0	-	-	0
Total	2	-	-	2

Total number of Registered Sexual Offenders per 100,000 population	118
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This figure has been calculated using the mid-2016 estimated resident population, published by the Office for National Statistics on 22 June 2017, excluding those aged less than ten years of age.

RSOs having had lifetime notification requirements revoked on application	16
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People subject to notification requirements for breach of an SRO	2
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HMPPS – Custodial Services

HMPPS delivers Offender Management Services in the community while ensuring best value for money from public resources. We work to protect the public and reduce re-offending by delivering the punishment and orders of the Courts and supporting rehabilitation by helping offenders to reform their lives. We deliver our Offender Services through the National Probation Service, Public and Private Sector prisons, Community Rehabilitation Companies and Partnerships with a range of public and third sector partners.

Fulfilling this purpose and supporting the Devon and Cornwall MAPPA SMB are a cluster of 3 prisons; Channings Wood based at Denbury, Newton Abbot, Devon which is a male, category C training and resettlement prison, Dartmoor based at Princetown, Devon, which is a male category C training and non-resettlement prison and Exeter based in the city of Exeter, a male category B resettlement prison, serving the courts for the two counties (plus Somerset) and holding those offenders not yet sentenced but remanded into custody by the courts. The bed capacity for the cluster is approximately 1,932 spaces which is used to hold the full range of offenders and increasingly, the violent and sexual offenders who require support from the National Probation Service rather than the Community Rehabilitation Companies.

HMPPS undertakes a vital service for the public of protecting them and reducing re-offending; the 3 Devon cluster prisons with our partners, including the Devon and Cornwall and MAPPA SMB, are the local face of this service working to reduce re-offending, integrate offender management, prevent future victims, change offenders' lives and make the Devon and Cornish communities safer places for all of us. We do not fulfil this function in isolation from other service providers or commissioners rather we aim to build strong and lasting

partnerships with our local community. To help us with this we are confident our new Offender Management in custody model will strengthen our support to our community by improving the way in which we case manage local offenders through their sentence and onto release into Devon and Cornwall. The offender assessment systems (OASys) is used to assess the risks and needs of offenders and to create plans for working with them and managing the risk. Through support to our Devon and Cornwall MAPPA SMB and by ensuring representation at this important partnership and at individual MAPP boards, the Devon cluster prisons hope to share offender information and insight with our community partners to strengthen risk management plans for offender release into Devon and Cornwall.

HMPPS have a range of information sharing protocols with our partners designed to enhance our joint risk and needs assessments, in addition, the 3 Devon cluster prisons have on site access to Visor, the National Police Computer Database as well as the presence of Police Intelligence Officers and our National Probation Service and Community Rehabilitation Company colleagues. We work closely with Child and Adult Safeguarding Boards in the Counties and with local Community Safety Partnership Boards. All prisons are subject to rigorous, individual inspections and audits which test our understanding, approach to and delivery of public protection and rehabilitative work with our offenders and partners. By being the best custodial providers that we can be, the 3 Devon cluster prisons hope to enhance the excellent work of our MAPPA SMB partners by joining the custodial and community elements of the offender journey through the Criminal Justice System.

Bridie Oakes-Richards
Governor, HMP Dartmoor August 2017

Devon & Cornwall Police

MAPPA is an integral part of the way Devon & Cornwall Police manage sexual and violent offenders, and like many other areas of public protection, our success is based on the close working relationships we have developed with our partner agencies. Like other police forces across the UK, Devon & Cornwall Police have continued to notice a rise in the number of offenders living in the community. This has provided a challenging environment in which to effectively manage offenders, particularly considering the large geographic spread of the force.

In response to this challenge we are implementing the recommendations made by the National Police Chief's Council in relation to reactively managing offenders who pose the lowest risk to our communities, as well as recruiting an additional four posts to manage the additional demand. We have also invested in the training of our staff, including the formal accreditation of our MOSOVO officers with our colleagues in Avon and Somerset Police. Over the next twelve months these officers, in addition to their colleagues within the Paedophile Online Investigation Team (POLIT), will receive further training in relation to interview skills and forensic psychology, including the interviewing of sex offenders.

A key part of our role is the prevention of further offending, and during the last eighteen months we have embedded the use of the Active Risk Management System (ARMS) alongside our colleagues within the National Probation Service (NPS). As part of this process, officers are now informed six weeks before the release of an offender so that they can work together with probation officers to complete joint risk assessments. This new initiative will further develop the close working relationship

between the police and the National Probation Service, enabling MOSOVO teams to effectively manage risk at the earliest possible stage.

In terms of quality assurance, 2016/17 has seen the implementation of a MAPPA referral process covering both counties which has encouraged a standardisation of the referrals and a consistent application of the MAPPA guidance. In addition to this, we have worked with the NPS to create a joint audit process of ARMS assessments to ensure that officers are supported and have the opportunity to learn from colleagues in both the police and NPS.

In recognition that the responsibilities to manage offenders extend to those outside specialist departments, over the next twelve months we will look to strengthen our approach to potentially dangerous persons, as well as developing the knowledge of non-specialist officers in relation to MAPPA. Our success in this endeavour, as well as across all the activities related to MAPPA, will continue to rely on the close working relationships with our partners.

Cornwall Partnership NHS Foundation Trust

Cornwall Partnership NHS Foundation Trust (CFT) is a MAPPA Duty to Cooperate (DTC) organisation. CFT has two MAPPA SPOCs who work in service areas involved in forensic psychiatry and adult / child safeguarding services. Both SPOCs are very experienced in the work of MAPPA and multi-agency working, risk management and general cooperation required in this area. The MAPPA SPOC role in CFT includes advice and support to staff, risk assessment and risk management, attendance at MAPPA meetings, MAPPA SMB and delivery group to respond to identified offenders, forward the work of MAPPA in general and internally in the organisation.

CFT provides level one training for MAPPA awareness for new staff on induction. All clinical front line staff are required to complete the awareness training. In addition to this MAPPA awareness is included within the adult safeguarding training, and also in the three yearly adult safeguarding refresher training. CFT is developing level 2 training for practitioners who attend MAPPA meetings.

CFT uses the local health and criminal justice quarterly meeting to discuss MAPPA issues / development. Recent discussion have been around the key standards for DTC agencies and how CFT could evidence this via audit.

CFT routinely record numbers of MAPPA eligible offenders in categories 1-3 and levels 1-3. CFT has an updateable xl spread sheet in the secure Forensic Drive allowing for periodic scans of electronic patient records to identify newly occurring cases for notification and counting.

CFT Health led MAPPA nominals at 31st of March 2017 included:

Level/ Category	Cat 1	Cat 2	Cat 3
Level 1	2	20	0
Level 2	0	0	0
Level 3	0	1	0

Overall CFT has a total of 23 MAPPA eligible service users at 31/03/2017. These are predominantly people with histories of violence, although 1 of the Category 2 cases is an "other" sexual offender.

The number of Health led MAPPA offenders managed above level 1 is 1: Previously person was managed at level 2, and escalated to level 3 for one meeting and then referred back to the level 2 panel. Another level 1 service user was referred for a level 2 review in the East of the county; person was referred in March 2017, and meeting panned for discussion in April 2017.

CFT is committed to undertaking its role as a DTC organisation within Mappa process.

Community Treatment Orders and **MAPPA**

Community Treatment Orders were introduced in 2008 as an amendment to the 1983 Mental Health Act designed to reduce the number of patients falling into the 'revolving door syndrome' of patients who refuse treatment after discharge from hospital, relapse and become a risk to themselves or others and require further inpatient care usually under the Mental Health Act. Community Treatment Orders can have a significant role to play in maintaining the person in the community by providing the treatment, care and support that is essential to keeping them well. A breakdown of their mental health can be a trigger for a return to offending behaviour.

The framework of the Community Treatment Order can work effectively for people who have been involved with the Criminal Justice system and are subject to MAPPA. The essence of the MAPPA process is multi-agency management of risk which combines with the Community Treatment Order emphasis on monitoring the person's mental health, considering risk factors and providing support, care and treatment to prevent relapse. The criteria for the use of a Community Treatment Order include that:

- the patient is suffering from a mental disorder;
- the patient is in need of medical treatment, without which there is risk to the patient's health or safety, or that of others
- appropriate medical treatment is available;
- the patient does not need to be in hospital to receive treatment but does need to be liable to recall to hospital to ensure that the risk can be managed; and
- it is necessary for the patient's health or safety or the protection of others that the patient remains liable to recall.

Responsible Clinicians can also impose conditions to the Community Treatment Order which are specific to the patient and take into account their previous offending behaviour and any potential triggers such as drug taking, use of alcohol, contact with previous peer groups and so forth. Although these conditions are not mandatory they can be a very important part of the person's recovery. Patients that have been at Langdon hospital have been in an environment which is restrictive; the Community Treatment Order provides a step down, enables the transition to the community and ensures the person continues to receive treatment, support and care. The recall power of the Community Treatment Order can also be seen as a 'safety net' for clinicians making it possible to discharge patients at an earlier stage in the knowledge they will be subject to ongoing supervision in the community.

Over the course of 2016/17 there have been a number of forensic patients that have been at Langdon hospital who have been placed on Community Treatment Orders as part of their discharge and recovery planning. In 2016/17 there have also been several patients who were previously discharged onto a Community Treatment Order who made a successful recovery and where the Community Treatment Order has been ended.

MAPPA Plymouth Youth Offending Team

Plymouth Youth Offending Team have signed an information sharing protocol. We have also identified the most appropriate manager to attend the Senior Management Board meetings, and the sub group for implementation of the board's plans. The YOT and Children Social Care have identified MAPPA leads within the services.

Public Protection work undertaken by Youth Offending Teams

Plymouth Youth Offending Team have been working in partnership with the local Probation Service, MAPPA Board and Regional Partners to develop an action plan to review YOT practices and improve MAPPA delivery across all YOT areas, Plymouth, Cornwall, Devon, Torbay. The YOT Sub Group was an action from MAPPA Board Plymouth are the Organisation of this group chaired by MAPPA co-ordinator. Due to restructures and transitions it's envisaged this will re-start in September 2017

Youth Offending Teams are a co-opted Partner to the core group that is made up of Probation, Police, Prisons please see attached (Briefing on MAPPA (Multi-Agency Public Protection Arrangements))

Plymouth YOT has very few MAPPA cases over the last 12 months. MAPPA level 2- 3 cases are overseen and meetings are attended locally by Practice Manager or YOT Manager. There is guidance to manage this level produced by HMIP

All registered sexual offenders are mandatory Category 1, or if they received a sentence of 12 months custody or more for Violent or Sexual offence. Plymouth YOT have had 1 case at this level, managed by Cornwall MAPPA. This level of case is managed by an experienced Social Worker or Probation Officer.

All Level 3 cases have to have Head of Service in attendance as this would require additional resources being put in place to protect the public.

Plymouth YOT have only two level 1 cases and these are managed at a local level by way of a single agency, (Plymouth YOT)

Children's Social Care

MAPPA Meetings are attended by CSC, this is to share information with the meeting to assist with safeguarding young people and share information that could assist in the protection of the public.

CSC provide an identified worker to attend these meetings. The lead is an Independent Reviewing Officer.

Good Practice

All level 2-3 cases are overseen by both CSC and Plymouth YOT, level 2-3 cases are attended by Practice Manager / Team Manager and case worker

Plymouth level of reporting is appropriate in line with guidance and policy for MAPPA cases. Information sharing is appropriate to manage the level of risk of cases. CSC and YOT have signed up to an information sharing protocol. Written reports are completed in a timely manner by YOT, for all MAPPA cases.

Referrals to appropriate agencies following MAPPA meetings are completed appropriately by CSC and YOT.

If attendance by IRO is away on AL or ill there is a process in place to cover the meeting. YOT reviewing Level 1 cases every 16 weeks or within Risk management meetings as appropriate.

Areas of Risk and Improvement

CSC Risk level 2 cases the allocated Social Worker is not attending the meetings and presenting the identified risk on their cases. This is being undertaken by IRO.

All schedule 15 offences will be considered in the first instance as Mappa cases.

CSC case worker not completing initial reports to share information appropriately, or completing updated progress reports for the meeting on their cases.

YOT meeting to improve on a regional base so good practice and learning can be shared.



Circles of Support and Accountability

Circles South West provides community-based Circles of Support and Accountability for people convicted of serious sexual offences who are considered to be at high risk of re-offending and live in Devon and Cornwall. This initiative enables local communities to prevent further sexual abuse by known perpetrators. Devon and Cornwall Police and Crime Commissioner is the main funder of this initiative, supported by contributions from Exeter Board Community Fund and other national Trusts and Foundations.

Circles of Support and Accountability enables groups of carefully selected and trained local volunteers to work directly and intensively with people convicted of sexual offending. This innovative, strengths-based approach contributes to risk management in the community: each group of volunteers hold a 'core member' to account for their behaviour whilst supporting their safe integration into the local community. Circles meet regularly

(initially weekly) for 12-18 months and liaise closely with the Public Protection agencies. In 2016-17, with funding from the Big Lottery Fund, Circles South West began piloting 'Prison Circles'. Starting in HMPs Dartmoor, Channings Wood and Leyhill pre-release, Prison Circles support individuals' transition into the community for people re-settling in Devon and Cornwall. Prison Circles start 4-6 months pre-release with the group of volunteers meeting with the core member both in custody and on ROTL. The aim is to deal with current issues facing the core member and, importantly, prepare him mentally and psychologically for release into the community. The circle then continues in the locality for up to twelve months, providing support, advice and guidance and, importantly, holding the core member to account, liaising with the statutory agencies and challenging attitudes and beliefs supportive of sexual offending.



Victim Care Unit

The Victim Care Unit (VCU) is a police staffed team based in Exeter with responsibility for the whole of Devon and Cornwall. We make contact with all victims of crime based on the data completed on the VNA within 24 hours of the crime being recorded.

The impact of crime can vary significantly dependant on an individual's own circumstances, and the VCU staff offer a range of support options, based on their individual need, to empower victims to cope and recover from their experience.

The VCU comprises Victim Care Officers who conduct telephone work with victims, Victim Care Advocates who conduct face to face work with our most vulnerable victims or those with complex needs, and a Senior Mental Health Community Practice Nurse seconded from the NHS. We also have a team of volunteers who can visit victims for reassurance or advice on behalf of the VCU.

We aim to:

- give victims a voice
- support and empower victims to cope and recover from the impact of crime
- provide crime prevention and safeguarding advice
- encourage victims to access support from our network of partners

An important part of the service has seen the Office of the Police and Crime Commissioner (OPCC) develop an online directory of organisations to support victims of crime. <http://www.victimcaredevonandcornwall.org.uk>

This online directory:

- Allows victims to identify organisations that they feel would best meet their individual needs;
- Acts as a resource for staff and volunteers within the newly established victim care unit to refer victims (with consent) to the most appropriate organisations;
- Provides a 'public face' for a network of organisations that provide victims services for those living and visiting the peninsula;
- Provides clear information on the services that organisations provide, and identify those that can offer restorative justice interventions, and support for with victim personal statements.

New provision has been made for enhanced entitlements to be provided to victims who are most in need, namely:

- victims of the most serious crime;
- persistently targeted victims, and;
- vulnerable or intimidated victims.

Victim Liaison Officers

Victim Liaison Officers are responsible for contacting victims or their relatives of sexual or violent crime where the offender or young offender has been sentenced to custody for 12 months or more. We also contact victims of patients given Hospital Orders Section 37/41.

We give information about the Criminal Justice System including the approximate date of release, offender's whereabouts (usually limited to the county), being 'on licence' and licence conditions relating to the victim.

VLOs attend Mappa meetings representing the victims views. Victims are made aware of Mappa procedures. Mappa meetings offer a very good opportunity to share victims concerns about release, justify any licence conditions requested and to gain better knowledge of any risk the offender poses to them. It also provides an opportunity to share information with the Police who may take an active role safety measures for the victim following a Mappa meeting.

This has been evident for an offender who first committed an offence against the victims in 2005. The offender has committed indecent acts, arson and threats to the family. He has been in and out of prison since 2005 and the victims have been kept informed. He was recently released from prison to a Probation Hostel away from the victims' area. Mappa meetings have been held in the victims area and subsequently in the area where the offender is currently residing.

The victims have been aware of each meeting and have been contacted before and after each meeting. This has given the victims some reassurance and confidence that they are being kept up to date with any changes. Prior to release, they were very concerned the offender would return and asked for cameras to be placed in the area the offender had previously committed offences. Their fears and concerns were shared at Mappa. Following this they were visited by Probation and the Police. Cameras have been installed and the victims continue to be contacted before and after each Mappa meeting.

