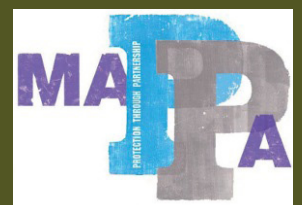




MAPPA

Multi-Agency Public Protection Arrangements

Devon, Cornwall and the Isles of Scilly
Annual Report 2017-2018



Introduction



David Moffitt

Assistant Chief Officer,
Probation

The Devon and Cornwall Multi Agency Public Protection Arrangements (MAPPAs), Strategic Management Board (SMB) is pleased to present the 2017 - 2018 Annual Report.

MAPPAs 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 MAPPAs by category and level and contains examples and case studies 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 MAPPAs and I hope you find this Report interesting and informative.

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 2017-18

Area: Devon and Cornwall

MAPPA-eligible offenders on 31 March 2018				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1879	552	-	2431
Level 2	9	10	4	23
Level 3	0	0	0	0
Total	1888	562	4	2454
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	30	29	16	75
Level 3	2	1	0	3
Total	32	30	16	78
RSOs cautioned or convicted for breach of notification requirements				35
RSOs having had lifetime notification requirements revoked on application				18

Restrictive orders for Category 1 offenders

SHPOs & NOs imposed by the courts

SHPOs	121
SHPOs with Foreign Travel Restriction	0
NOs	1
People subject to notification requirements for breach of an SRO	1

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	3	4	3	10
Level 3	0	0	0	0
Total	3	4	3	10

Breach of SOPO/SHPO

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

Total number of Registered Sexual Offenders per 100,000 population	121
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This figure has been calculated using the mid-2017 estimated resident population, published by the Office for National Statistics on 28 June 2018, excluding those aged less than ten years of age.

Cornwall Partnership NHS Foundation Trust

Number of community health lead cases managed by CPFT on 31/3/2018	13
Number of community cases managed at level 1 throughout the year to 31/3/2018:	12
Number of community cases managed at level 2 as the highest level of registration throughout the year to 31/3/2018:	0
Number of community cases managed at level 3 as the highest level of registration throughout the year to 31/3/2018:	1

CPFT continues to deploy a strategic governance SPOC within the portfolio of the Safeguarding lead for the Trust, alongside an operational SPOC, the Consultant Psychologist based within the Forensic, Liaison and Diversion and Offender Personality Disorder services.

At any one time CPFT delivers care to between 23 and 28 MAPPA eligible service users, roughly split between its In-patient units and Community teams. The majority of service users sit within Category 2. Working relationships with Police MOSOVO Officers are very good, with Officers contributing regularly to service user reviews and risk management plans for the small number of Category 1 cases.

MAPPA activity in the year to 31/3/18 has changed focus to reflect the requirements of the SMB to ensure management at the lowest possible level of the Arrangements. The SPOC's have both contributed to the fortnightly screening panels for referrals from Devon and Cornwall. Within Cornwall, practice developments have included the closer integration of Victim Liaison Services with both the local Low Secure Unit and the Community Forensic Service, who manage all of the Conditionally Discharged Restriction Order patients in the County. The location of the Operational SPOC in Bodmin Police Hub has enabled level 1 liaison and allowed for discussions about the strategic development of non-MOSOVO Police roles as part of level 1, Category 2 and 3 case management to take place.

The experience of the Operational SPOC in the year to 31/3/2018 has been one of high levels of professionalism and responsivity on the part of the staff from the Responsible Authorities. The statistical returns above represent the tip of an iceberg in terms of the level of demand for interagency coordination for Mental Health SPOCs. MAPPA 2 and 3 panels in Cornwall have considered a high number of cases with multiple vulnerabilities, including mental health and learning disability issues. The majority of the cases have not been health led but have required the Mental Health SPOC to ensure that Health Services contribute effectively to community risk reduction. The enthusiasm and skill of partner agencies working in this multi-agency arena has been evident throughout the year, the challenge now being to ensure that level 1 management for cases can learn from what has been achieved at level 2.

Devon Partnership Trust

Devon Partnership Trust is a MAPPA Duty to Cooperate agency and has two MAPPA Single Point of Contacts (SPOCs) Keith Scholey Consultant Clinical Psychologist and Pathfinder Project Lead and Carole Camps Clinical Specialist Safeguarding; both are experienced in the work of MAPPA, multi-agency working and safeguarding. The Single Point of Contact role includes advice and support to staff about their responsibilities for making referrals to MAPPA and in attending the MAPPA meetings and attendance at the MAPPA Strategic Management Board.

All clinical staff complete the MAPPPA level one training awareness as part of induction. MAPPA awareness is also included within the adult safeguarding training, and in the three yearly adult safeguarding refresher training. Devon Partnership Trust is in the process of developing level 2 training for practitioners who attend the MAPPA meetings.

Langdon Hospital at Dawlish is a 110 bedded forensic inpatient mental health service. The service supports people who, as a result of their mental health issues, have had contact with the legal system and need a secure environment that enables them to receive a wide range of treatments, therapies and care to help them recover. As a result the Trust has a high number of patients who are MAPPA nominals- see table below.

The Trust keeps a record of the number of MAPPA eligible offenders in categories 1-3 and levels 1-3. The majority of MAPPA nominals are managed by inpatient services at Langdon hospital and are Level 1 category 2 who have a history of violence offences.

The Trust also has a significant number of patients (28) that have been conditionally discharged and are subject to social supervision, which is a role undertaken by the Approved Mental Health Professionals.

	Category 1	Category 2	Category 3
Level 1	5	80	3
Level 2	1	7	1
Level 3	0	1	0

Universal Credit

Universal Credit started rolling out across Devon and Cornwall on 11th October 2017 in Plymouth. The last office, Exeter went live 26th September 2018. This means that anyone leaving prison will now need to claim Universal Credit.

Universal Credit replaces Jobseekers Allowance, Employment Support Allowance, Income Support, Child Tax and Working Tax Credits and Housing Benefit.

Universal Credit Guide for Prison Leavers

New claims for prison leavers

Universal Credit is a digital benefit. Prison leavers can't currently make a claim in advance of leaving prison due to restrictions on access and use of computers in prisons.

A solution has been developed to ensure that prison leavers have a claim from day one of their release.

Prison Work Coaches (PWC) will support prison leavers to make a claim on release by:

- checking if the claimant will be living in a Universal Credit Full Service area
- giving advice on what evidence is required to make a claim, for example, verifiable ID, bank account and email address
- ensuring prison leavers are aware that they must complete an online claim as soon as possible on release and before the initial appointment
- booking an initial appointment at the relevant Jobcentre within 7 days of release

In most cases the PWC books the initial appointment but if not, the prison leaver must arrange this in the usual way when they make an online claim upon their release.

Michael Upton, Prison Work Coach
Exeter Prison
Email: michael.upton@dwp.gsi.gov.uk

Sandra Perkins, Prison Work Coach,
Channings Wood
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Universal Credit cannot be paid until a claimant's identity has been verified. If all attempts to verify identity fail, and a third party is needed, the prison can be asked to confirm the details on the claimant's release documents.

If a claimant does not have any primary or secondary evidence, identity will need to be verified by an appointment at the Jobcentre.

A bank or building society account is also needed for a claimant to receive Universal Credit payments. The Community Rehabilitation Company will support prison leavers to get access to bank accounts on release.

Prison leavers will also be able to apply for Universal Credit Advances if they can't manage financially until their first Universal Credit payment. Prison leavers who want to claim an advance will need:

- Online claim declaration
- Identity verification
- Verification of bank account

Housing 18-21 year olds

Housing costs are not payable to claimants who are aged between 18 and under 22 years old. However, 18-21 year olds who are the subject of multi-agency public protection arrangements (MAPPA) are exempt from this rule. These arrangements cover violent and some types of sexual offenders, and offenders who pose a serious risk of harm to the public

Housing under 35 rule

In the private rented sector, single, childless claimants under the age of 35 are paid a shared accommodation rate of the Local Housing Allowance. If they are subject to active multi-agency risk management (level 2 or 3) under the Multi Agency Public Protection Arrangements (MAPPA) then they can be paid the one bedroom rate.

Conditions where a prisoner is entitled to Universal Credit housing costs

Single person prisoners can still be paid their housing costs if both of the following apply:

- they were already in receipt of Universal Credit, with housing costs, immediately before becoming a prisoner
- they are expected to be a prisoner for no longer than 6 months.

If one member of a couple is temporarily or permanently in custody or prison, they will stop being treated as part of a couple claim. The other eligible adult must tell Universal Credit of their change in circumstances and they will then be treated as a single claim and have the housing costs paid to them.

Non Digital Claimants

An ex-offender identified as a MAPPA case with internet restrictions and also without access to a phone, who wishes to make a claim to Universal Credit, should be seen face to face in the Jobcentre. Where there are indications the claimant may pose a risk to staff, control measures should be put in place.

Face to face appointments will be required to provide evidence to confirm their identity, and declare and verify changes of circumstance as they will not be able to do this via their journal.

When the claimant attends appointments, future appointments will need to be made at

this time so that the claimant is aware of when they next need to attend.

The claimant should be placed in a regime according to their circumstances. Any restrictions to employment and training, or risk to staff should be taken into account when setting requirements on the claimant's tailored Commitment.

The method of contact should be reviewed and agreed during every Claimant Commitment discussion.

If the ex offender is homeless when they make their claim they can use the jobcentre address.

Devon Youth Offending Service

Devon Youth Offending Service works with local partners to monitor and supervise young people subject to MAPPA registration.

The majority of MAPPA cases held by Devon YOS are level one (single agency monitoring). These cases are monitored through the YOT's own internal monthly risk panels and the outcomes of these meetings are shared with other agencies as appropriate, where these agencies have not attended the risk panels. A smaller number of cases are at level two, requiring multi-agency monitoring.

A snapshot taken on 31.05.18 showed that Devon YOS had five cases subject to MAPPA registration, comprising two cases in category one (registered sex offenders), two cases in category two (violent or sexual offenders who had been sentenced to 12 months or more in custody) and one case in category three (other dangerous offender requiring multi-agency management). Of these five cases, four were at level one (single agency) and one was at level two (managed on a multi-agency basis).

All case holders in Devon YOS have received training and guidance as to the challenges and responsibilities of working with MAPPA. Additionally, Devon YOS works with the other three YOTs in Devon and Cornwall (Cornwall, Plymouth and Torbay) to ensure a consistently high level of practice on MAPPA cases across the area.

MAPPA cases as at 31.5.18

