

Devon and Cornwall

Multi Agency Public Protection Arrangements



Introduction

We recognise that protecting people, particularly children, from violent or sexual crime is one of the highest priorities that people throughout our area expect of agencies working together in the criminal justice system. Public Protection is our top priority and we share that determination to safeguard the public from potentially dangerous offenders who are being supervised in the community. Our Multi-Agency Public Protection Arrangements (MAPPA) set out the robust way we work together to identify, assess and manage high-risk offenders locally. As Responsible Authority agencies we continue to work with our partner agencies, including the Youth Offending Service (YOS), Crown Prosecution Service (CPS), Housing, Mental Health, Victim Support and Social Services, in this core objective of protecting the public. We pay tribute to all staff involved in the MAPPA process for their professionalism and commitment, in particular our Lay Advisors and other voluntary staff.

Rehabilitation of offenders is a challenge we work hard at, ensuring help, support and intervention complements control enabling them to make positive changes to their lives. We robustly monitor any change in behaviour or circumstances that could increase risk of harm, and a tough approach is taken to the enforcement of court orders and prison licences. The risk of serious harm being inflicted on others by a small number of dangerous individuals can never be totally eliminated. Our record in Devon and Cornwall, however, is good, and we balance this with a commitment to delivering a quality service to victims, ever mindful of the traumatic and potentially devastating effect violent or sexual crimes can have on their lives. Thus we cannot be complacent and continually seek improvement in ways to minimise and manage risk of harm. The subject of sexual and dangerous offenders can be complicated and understandably emotive. This annual report, our ninth, sets out what MAPPA is about locally and how it is operating in an open and approachable way.

We hope that the details of key achievements and statistics will demonstrate our joint commitment, and we assure you that we will continue, in partnership, to strive to maintain the safety of all people who live, work or visit Devon, Cornwall and the Isles of Scilly.



Stephen Otter
Chief Constable
Devon & Cornwall
Constabulary



Rob Menary
Chief Executive
Devon and Cornwall
Probation Trust



Colin Allars
South West
Regional Director
National Offender
Management Service

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 Devon & Cornwall 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; and
- 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 (Level 1, see page 4). 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:

Category 1 - Registered sexual offenders: Sexual offenders who are required to notify the police of their name, address and other personal details and notify the Police of any subsequent changes;

Category 2 - Violent offenders: 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; and

Category 3 - Other Dangerous Offenders: 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.



Three levels of management ; based upon the level of multi-agency co-operation required to implement an effective risk management plan. Offenders' status is adjusted between levels as appropriate:

Level 1 - Ordinary Management; Offenders are subject to the usual management arrangements applied by the lead agency supervising them. Information sharing between agencies, via ViSOR and other communication.

Level 2 - Active Multi-agency Management; 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 level 2 but additionally these cases require the involvement of senior officers to authorise special resources, e.g. police surveillance or specialised accommodation, and to provide ongoing senior management oversight.



Role of the Strategic Management Board

Senior representatives of each of the agencies involved in MAPP form a Strategic Management Board (SMB) which meets at least quarterly to monitor the arrangements and direct any necessary improvements. The membership of the SMB can be seen in the contacts section. It is noteworthy that many representatives also sit on other related boards such as Local Safeguarding Adults or Children's Board, Crime & Disorder Partnerships and Local Criminal Justice Board. This ensures that MAPP is considered in several relevant strategic forum across the area.

ViSOR

ViSOR is a national IT system for the management of people who pose a serious risk of harm to the public. Since implementation the accessibility of ViSOR has steadily improved such that now the three MAPP Responsible Authority agencies - Police, Prison and Probation – have access to this same IT system. This enables the sharing of intelligence, risk assessments and risk management information on individual violent and sex offenders in a timely way to reduce re-offending.



MAPPA Key Achievements

Some key achievements of MAPPA during the year 2009-10 have included;

Health Sub-Group; Dangerousness and mental health are not, of course, synonymous or inextricably linked. However often offenders do have mental health issues. This new group has devised a protocol enabling health staff to identify offenders who are currently under their treatment and care. The subsequent referral to MAPPA ensures that risk and management are addressed whilst particularly taking into account any victim's needs and safety requirements.

Circles of Support and Accountability; The initiative of support to appropriately assessed sex offenders in the community has developed further during the year. Four offenders have been supported by a 'circle' of trained volunteers, providing up to 300 personal contacts that otherwise would be beyond the means of the statutory service. This nationally proven initiative reduces risk and re-offending, and is being considered for regional management in order to increase it's capability.

Training; Professional staff in the range of agencies involved in MAPPA have received an improved structured training package, based upon a new national training programme. MAPPA Chairs, Administrators, staff from Youth Offending Service, Housing, Health, Police and Probation as well as Strategic Management Board members have benefited from inputs. Consistency of practice, decision-making and risk assessment by the mix of organisations has been enhanced.

Potentially Dangerous People; Occasionally individuals are identified who may present an imminent risk of causing significant harm and yet do not have previous convictions that make them eligible for MAPPA. A risk assessment and management process and information sharing meeting structure, which mirrors MAPPA, has been devised and implemented successfully on limited occasions in order to manage the risk presented by these individuals who are under no other statutory control. Information exchange and disclosure to, for example, individuals at risk or relevant organisations that need to know is considered if justified within existing legislation.



The role of Lay Advisers?

The Responsible Authority is required to appoint two lay advisers to sit on the SMB. The lay advisers act as independent yet informed observers; they are 'critical friends' able to pose questions which the professionals closely involved in the work might not consider of asking. Locally residing, they also bring to the SMB an understanding and perspective of the community.

Full and meaningful participation in the review and evaluation functions of the Strategic Management Board (SMB) by Lay Advisers is now a familiar part of the MAPPA process locally. A potential challenge for me is that as I serve longer in post, receive more specific continuation training and become increasingly more familiar with revised national guidance, there is the danger that I may become too 'professionalised'. This concern was shared at the National Lay Advisors Conference in March 2010. For me, it is imperative that I maintain my 'lay' status and while acknowledging the importance of being well informed. I must continue to think and act 'critically' where appropriate.

I have broadened the scope of my involvement further than attendance at the SMB, in particular by attending regular Level 2 and 3 MAPP meetings, thus enabling me to focus on areas that, for me, demand personal and therefore public reassurance. I do not get involved in the decision-making process but am interested in how agencies share information, particularly how they assess and manage an individual offender's risk to the public. I am pleased to report that it is very clear to me that all agencies involved in the MAPPA process share a reasoned and genuine commitment to public protection.

Steve Anderson Lay Advisor

I would echo my colleague's remarks about professional commitment to MAPPA. Though the names and faces change, the determination to achieve effective public protection is clearly and consistently evident.

Many of the partner agencies have now incorporated an outline of MAPPA into their in-house training for all staff, as well as more specific training for practitioners. This will ensure that staff, at all levels, understand how the process works, and how their individual contributions enhance the effective management of serious offenders, and contribute to public safety.

Four offenders in Devon and Cornwall have been supported by COSA (Circles of Support and Accountability). Though this is not a MAPPA function, it is supported by the SMB because of its proven effectiveness in reducing reoffending by high risk sex offenders.

Becky Martin Lay Advisor

MAPPA STATISTICAL INFORMATION 2009/10

Number of MAPPA eligible offenders at 31 March 2010

	Level 1	Level 2	Level 3	TOTAL
Category 1: Registered Sexual Offenders	1041	29	1	1071
Category 2: Violent offenders	162	13	0	175
Category 3: Other Dangerous Offenders	-	3	1	4

Enforcement for offenders managed via MAPP meetings

	Level 2	Level 3	TOTAL
Returned to custody for breach of licence	20	4	24
Sent to custody for breach of Sexual Offences Prevention Order (SOPO)	1	0	1

Further data on Registered Sexual Offenders

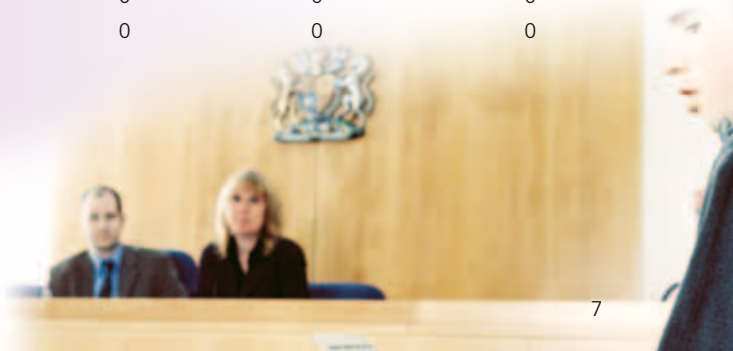
	Plymouth BCU	Devon BCU	Cornwall BCU	HQ
Registered Sexual Offenders in:	240	463	366	2

Total number of registered sexual offenders in Devon and Cornwall per 100,000 head of population 71.24. Calculated by NOMS.

This figure has been calculated by an MoJ statistician who is currently working with the NOMS MAPPA Team and is based on the Office for National Statistics' 2009 mid-year population estimate for the population aged ten years and over. It is not, therefore, comparable to the figures published in previous year.

Registered Sexual Offenders cautioned or convicted for breach of notification requirements • 35

	Applied for	Interim Order issued	Full Order issued
Sexual Offences Prevention Orders (SOPOs):	81	10	78
Notification Orders:	0	0	0
Foreign Travel Orders:	0	0	0



The totals of MAPPA eligible offenders, broken down by category, reflects the picture on 31 March 2010, (i.e. a snapshot). The rest of the data covers the period 1 April 2009 and 31 March 2010.

MAPPA eligible offenders - a number of offenders defined in law are eligible for MAPPA management, due to specified sexual and violent offences committed or a current risk of serious harm.

The majority (85% this year) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

Registered Sexual Offenders (RSOs) - see page 3. Failure to comply with the notification requirements is a criminal offence which carries a maximum penalty of 5 years' imprisonment.

Violent Offenders – see page 3

Other Dangerous Offenders – see page 3

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.

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 UK police, in order to protect British public from the risks that they pose. Police may apply to the court for the order in relation to offenders already in or intending to enter 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.

MAPPA Q&A



We are aware that despite the relatively low offending rate and the high rate of compliance with control measures, many people have concerns about sex offenders in the community. We hope that you are reassured by the contents of this report but here are some questions you may have considered.

Why are sex offenders protected by keeping their identity and addresses secret?:

There are many reasons, including legislation, why we do not routinely reveal offender's details. Experience and research has also shown that proper management of offenders as described above brings stability and compliance in their lives and thus, most importantly, public protection. Occasionally where necessary MAPPA will disclose details in a controlled way, for example to a school head teacher or a person specifically at risk. This has proven more effective than where an offender has been publicly 'outed' and disappeared thus putting everyone at risk.

You can't watch these people 24 hours a day, can you?:

That is generally true, although remember that an offender in the community is not in prison. Depending upon level of risk however offenders are subject to degrees of control including intrusive home visits by police or probation, curfews, residence restrictions and court orders restricting their movements or behaviour (see above). It has proven effective.



Why do dangerous people have to be released from prison at all?:

Legislation and guidance direct the courts on the appropriate sentence depending upon circumstances. Occasionally depending upon seriousness of the crime, an offender can receive an indeterminate sentence with release only when considered safe. Whilst in prison, officers from Prison, Police and Probation work closely with and assess the offender so that upon release the appropriate level of control management can be undertaken. Where offenders breach their licence or court order conditions they are returned to custody.





What about when sex offenders go missing?: This is rare. If a high-risk offender is missing we will generally consider a public appeal to find him including using Crimestoppers (0800 555 111). Generally a missing offender is one who has not complied with their registration requirements and initiatives such as Operation Defoe are successful in tracing them. The Child Exploitation and Online Protection centre (www.ceop.gov.uk) has a website featuring missing offenders but we have not had to use this facility this year.

What else can be done?: The sad reality is that most sexual offences against children are committed by people who are known to them including family members. ‘Stranger danger’ can exist of course and children need to be made aware of this without frightening them. The majority of professional or voluntary occupations that have an involvement with children or vulnerable adults require a high level of vetting including Criminal Records Bureau (CRB) checking but nothing should replace the duty of a responsible parent or carer to maintain a vigilance. The public information and awareness campaign **Stop It Now!** Has a helpline for concerned members of the public or from people who worry that they might commit sexual offences. (www.stopitnow.org.uk 0808 1000 900)

For full contact details and other accessible versions of this report see www.devon-cornwall.police.uk or www.dcpa.co.uk

Contacts

Responsible Authorities Lead Officers

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Stephen Otter Chief Constable	Force Headquarters Middlemoor, Exeter, EX2 7HQ	08452 777444
Colin Allars Regional Director of Offenders Manager NOMS	1 Emperor Way Exeter Business Park Exeter EX1 3QS	01392 314068

Responsible Authority representation on Strategic Management Board

Prison Service Devon and Cornwall

Jeannine Hendrick Governing Governor	HMP Channings Wood Denbury Newton Abbot, TQ12 6DW	01803 814600
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Devon and Cornwall Probation Trust

Anne Proctor Assistant Chief Officer Public Protection Lead	3/5 Barnfield Road Exeter, EX1 1RD	01392 421122
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Devon and Cornwall Police

Debbie Simpson Assistant Chief Constable Chair of SMB	Force Headquarters Middlemoor, Exeter, EX2 7HQ	08452 777 444
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Strategic Management Board agencies represented

- Cornwall & Isles of Scilly Partnership NHS Trust
 - Devon & Cornwall Police Crime Department
 - Devon Social Services Department
 - Cornwall Youth Offending Service
 - Torbay Safeguarding Children Board
 - Plymouth Safeguarding Children Board
 - Devon Safeguarding Children Board
 - Cornwall & Isles of Scilly Safeguarding Children Board
 - Devon Strategic Housing Group
 - NHS Plymouth Safeguarding Adults Board
 - NHS Plymouth Mental Health & Learning Disability Partnership
 - Safeguarding Children & Adults Team
 - Torbay Supporting People
 - NSPCC
 - Safeguarding Children Unit Cornwall
 - Devon Partnership NHS Trust
 - Devon PCT
 - Adult & Community Services
Devon County Council
 - Community Safety Partnership Isles of Scilly Partnership
- MAPPA Lay Advisers c/o Police Headquarters,
Middlemoor, Exeter, EX2 7HQ
- Victim Support Devon 01392 678675
Cornwall 01872 263464

