



Multi Agency Public Protection Arrangements

DEVON, CORNWALL & THE ISLES OF SCILLY



Annual Report 2019-20

Introduction

MAPPA plays a crucial part in ensuring that we protect the public and identified victims from offenders being released from custody. It also ensures that we reduce the likelihood of future victims. It has a proven track record of ensuring that we have multi-agency information sharing; collective risk assessments and robust risk management with effective planning in

advance. We consider the full range of legal mechanisms to effectively manage risk, including protecting victims. It is only with all our partners working together that we are able to protect the public and I am proud that we have these close working relationships and all agencies are actively contributing to MAPPA in Devon, Cornwall & the Isles of Scilly.

Manjit Byrne
MAPPA SMB Chair and
Head of Devon & Torbay
Local Delivery Unit

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

Explanatory notes to accompany this data can be found on pages 5 and 6 of this report.

MAPPA-eligible offenders on 31 March 2020				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	2032	499	-	2531
Level 2	4	2	3	9
Level 3	0	0	0	0
Total	2036	501	3	2540

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	21	9	17	47
Level 3	1	1	0	2
Total	22	10	17	49

RSOs cautioned or convicted for breach of notification requirements	48
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RSOs who have had their life-time notification revoked on application	26
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	100
SHPO with foreign travel restriction	0
NOs	2

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	5
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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	3	2	2	7
Level 3	1	0	0	1
Total	4	2	2	8
Breach of SOPO/SHPO				
Level 2	1	-	-	1
Level 3	0	-	-	0
Total	1	-	-	1

Total number of Registered Sexual Offenders per 100,000 population	128
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This figure has been calculated using the Mid-2019 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 2020 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2019 to 31 March 2020.

(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 require 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.

Circles South West



Circles of Support and Accountability are an important part of a community-led, strengths-based and restorative approach to reducing the risk of future sexual abuse.

Circles South West provides Circles of Support & Accountability (CoSA), an innovative community approach to preventing further sexual abuse by reducing the risk of sexual reoffending. Working in close partnership with the public protection agencies, CoSA engages local volunteers to provide an additional layer of risk management in the community.

Each group of 4 or 5 local volunteers are trained and supported to work directly and intensively with an individual convicted of

serious sexual offences who has been assessed as high risk of reoffending and high risk of causing serious harm.

CoSA meet regularly (initially weekly) for 12-18 months. This strengths-based approach holds the individual 'core member' to account for their behaviour and supports their safe integration in the local community.

The Office of the Police and Crime Commissioner (OPCC) is the primary funder of CoSA in Devon & Cornwall, with Circles South West leveraging in match-funding from charitable trusts.

During 2019-20, Circles South West coordinated 15 CoSA, including one separately funded CoSA for a young person.

The 10 CoSA active at the end of the year (March 20) transitioned to 'Virtual Circles' via video-conferencing or tele-conferencing in response to the Covid Pandemic and related lockdown/restrictions.

Since 2016, Research in Practice <https://www.rip.org.uk/> has independently evaluated CoSA, with ethics approval from Her Majesty's Prison & Probation Service (HMPPS) National Research Committee (NRC). The research highlights the statistically significant impact of CoSA in reducing dynamic risk factors associated with sexual recidivism over the life of a CoSA, including sexual interests, offence related attitudes, relationships and self-management. Dynamic risk is impacted by protective factors such as employment and accommodation status,

community connectivity and involvement in positive activities as well as risk factors such as social isolation and emotional loneliness, all of which are addressed by CoSA. Data for each circle is collected at multiple time points, using multiple tools and from multiple stakeholders, providing a comprehensive data set.

The most recent outcomes for 21 Devon and Cornwall core members are summarised in the table below which shows the difference achieved between the start and end of their CoSA:

%age core members	Category
90%	Had reduced their general risk
90%	Had improved wellbeing
70%	Were better managing their sexual thoughts & behaviour
70%	Were making more careful decisions
67%	Were better integrated into their local community
67%	Were more engaged in education, training and volunteering
60%	Had increased involvement in hobbies/activities
55%	Were less isolated

“Circles provide a source of positive support, particularly when other support might have fallen away... due to core members’ challenging behaviour, their past actions, or their own difficulties with self-esteem and well-being. Whatever the reasons for their isolation and seclusion, the circle presents a reliable and consistent structure in their lives which has shown

to be supportive in establishing longer term and more permanent changes.....The majority of core members appear to have reduced dynamic risk of reoffending at the end of their Circles compared to the beginning... evidence from across the evaluations suggests that the Circle has had a large contributory effect in this reduction of risk”

(Research in Practice, Independent Evaluator)

“Partners in prison, probation and youth services have a positive view of this work, and CSW are complementing wider work in the criminal justice sector. CoSA are an important part of a community-led, strengths-based and restorative approach to reducing the risk of future sexual abuse” (Ibid)

Jo Burden
Chief Executive Officer
Circles South West

MAPPA in Devon & Cornwall

The 2019-20 year saw many positive developments in relation to the key priorities agreed by Devon and Cornwall's MAPPA Strategic Management Board. A full training schedule was devised, and training events including a MAPPA Practitioners' Day; MAPPA Single Point of Contact training and specific training for local mental health teams were written and delivered. In addition to this there was a renewed focus upon the auditing of MAPPA with a number of audit events being undertaken.

The MAPPA team also achieved a longer-term goal of delivering paperless MAPPA meetings. This is now fully embedded across all sites in Devon and Cornwall and feedback has been positive.

The national lockdown that commenced in March 2020 as a result of the COVID-19 pandemic, created numerous challenges for the MAPPA team. All planned face-to-face training events and audit days were immediately postponed, and the administration team worked tirelessly to find new ways of delivering MAPPA meetings whilst continuing to provide the same high level of public protection. All MAPPA meetings transitioned into a virtual format overnight, first running via telephone and Skype, before transitioning across to Microsoft Teams. In addition to this, all team members were required to work from home, only travelling to their respective offices to undertake essential ViSOR duties. The level of resilience and

positivity shown by the team during these challenging times has been outstanding and I would like to take this opportunity to thank all of them for their ongoing hard work and dedication.

The MAPPA Screening Panel has continued to meet fortnightly to consider all referrals to MAPPA Levels 2 and 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 2019-20 the panel considered a total of 77 new referrals, 58% of which were approved. The remaining 42% were primarily managed at MAPPA Level 1, with feedback and advice given to the referring practitioner.

It is critical to the success of MAPPA that Responsible Authority and Duty to Co-operate agencies work together in a collaborative manner, sharing information,

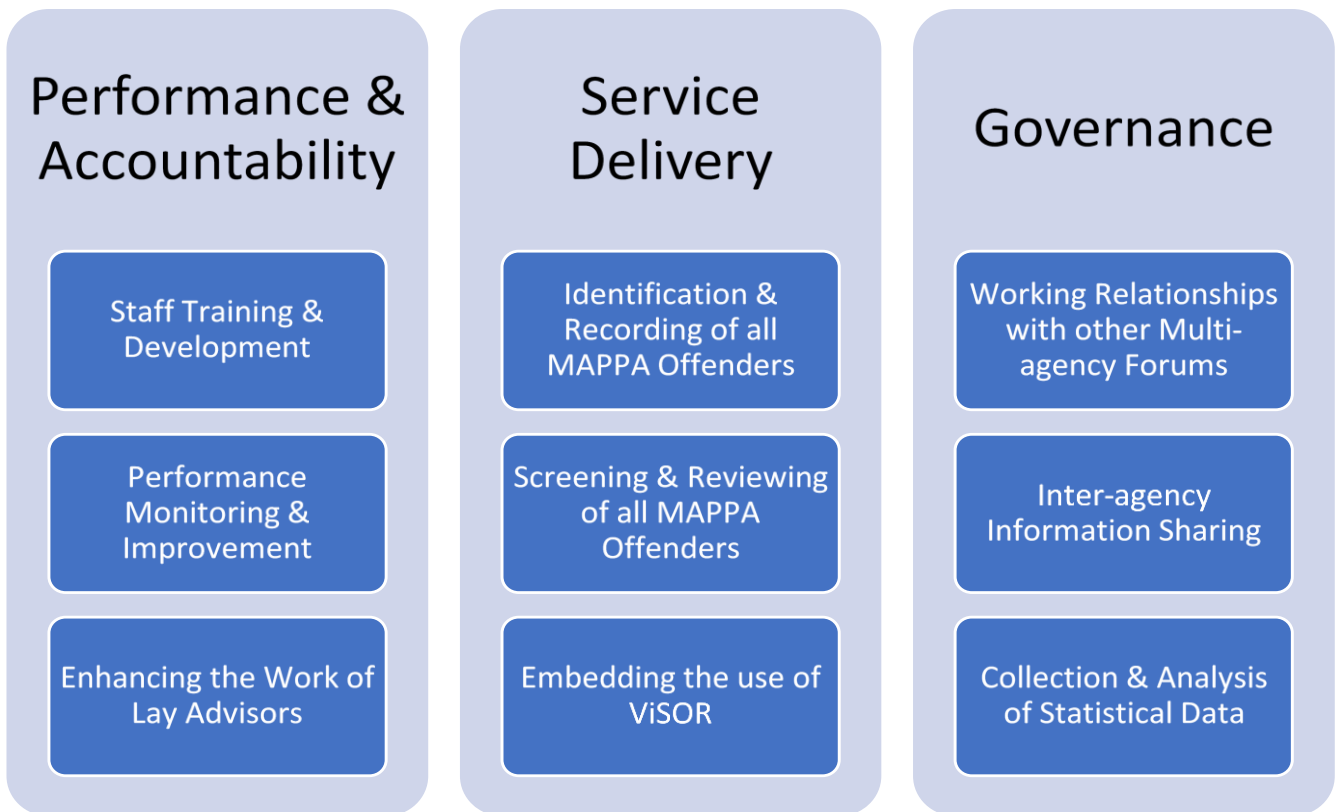
monitoring and improving performance, and developing the skills and knowledge of all staff working with MAPPA-eligible service users. The 2019-20 year saw many positive developments whilst creating some unprecedented challenges for all.

As we look forward to the coming year, we continue to find new ways of working, including the delivery of MAPPA training events and audit days online and we eagerly look forward to once again being able to return to delivering many aspects of our work face-to-face.

Due to the ongoing disruption of the pandemic, the Devon and Cornwall Strategic Management Board has recently agreed to carry the priorities for the 2019-20 year over into 2020-21. 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



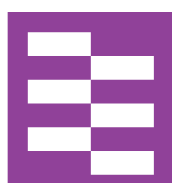
Carrie Webb

MAPPA Co-ordinator

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Devon & Cornwall Police
Building safer communities together