

The background of the entire page is a faded, blue-tinted image of a pair of scales of justice. The scales are positioned diagonally, with the top pan on the right and the bottom pan on the left. The lighting is soft, and the overall tone is professional and serious.

# MAPPA

**Multi Agency Public Protection Arrangements**

**Devon, Cornwall  
and the Isles of Scilly**  
Annual Report 2020-2021

# Introduction

## Multi Agency Public Protection Arrangements (MAPPA) in Devon and Cornwall are overseen by the MAPPA Strategic Management Board (SMB).

Responsible authorities including the Police, Probation Service and the Prison Service engage with key partners from Children and Adult Safeguarding, Youth Offending Services, Health, Department of Work and Pensions, Local Authority Housing and Home Office Immigration Enforcement to ensure effective and efficient arrangements are in place to protect the public and to reduce re-offending. The Board meets quarterly to review its development plan, and its aims and objectives to deliver the work of MAPPA. In Devon and Cornwall, the MAPPA Strategic Management Board is Chaired currently by Louise Arscott, Head of Devon and Torbay Probation Service.

Like most public sector organisations, this year has been particularly challenging for the Probation Service due to the Covid-19 pandemic. We have had to adapt to a rapidly changing landscape, to change how we work to ensure we can continue to protect the public and increase our use of technological solutions.

Over the last 12 months, the majority of our meetings have moved online. Whilst this took some getting used to, it has meant that we can have greater “reach” and that partners can be in the same virtual room as each other. It has increased the attendance rate of participants and this can only be a good thing.

There have also been concerns about the change in the crime profile, with families at home for long periods and reports of increased reported and unreported domestic abuse. It is likely that the next 12 months will further unravel the hidden harm of the pandemic.

It is recognised that although serious sexual and violent crimes committed represents a small proportion of the total recorded crime across Devon and Cornwall, for the victims and their families, they can cause a great deal of fear, distress and harm.

It is for this reason that protecting the public from offenders who commit these crimes and meeting the needs of victims remains our highest priority for Devon and Cornwall Police, the Probation Service and HM Prison Service.

In June 2021, we joined together the National Probation Service and Community Rehabilitation Companies to become The Probation Service. We believe that the unified service will strengthen our risk management abilities across the Peninsula.

This report contains statistical information about the number of offenders managed under the arrangements and illustrates how the arrangements work in practice. This annual report is our chance to evidence the work that we do and to demonstrate that we are accountable for our decisions. As we move to more ‘business as usual’ arrangements, we plan to focus on ensuring agencies are training their staff to identify and manage MAPPA eligible offenders and to take forward the recommendations of an update to the latest MAPPA guidance, with a sharper focus on the management of MAPPA Level 1 offenders.

During this particularly challenging time, it feels appropriate to publicly acknowledge the commitment and hard work of those working within MAPPA locally and their continued high levels of professionalism when dealing with difficult and challenging cases. Thanks for your ongoing commitment to making Devon and Cornwall safer.



Louise Arscott  
**Chair of Devon & Cornwall's  
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, violent and terrorist 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.

Local Strategic Management Boards comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA with their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB).

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 more senior oversight and 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 enables 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.



# What is MAPPA?

## MAPPA and Terrorism

In response to the terrorist attack committed by Usman Khan at Fishmongers' Hall on 29 November 2019, the Home Secretary and the Lord Chancellor commissioned Jonathan Hall QC, who is the Independent Reviewer of Terrorism Legislation, to undertake a review of MAPPA and the management of known terrorists and other extremist offenders (TACT Offenders).

The terrorist attack committed by Sudesh Amman in Streatham High Road on 2 February 2020 served to reinforce the need for the review, since both Khan and Amman had been managed under MAPPA. The government published the report on 2 September 2020 and published a response to it on 9 December. Both documents are available at <https://www.gov.uk/government/publications/multi-agency-public-protection-arrangements-review>.

The report made a number of recommendations, several of which have been or are being implemented via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Bill. Others have already been introduced by the

creation of the National Security Division (NSD) in the Probation Service to manage terrorist offenders. The Secretary of State has also revised the statutory MAPPA Guidance on terrorist offenders.

The Probation Service, via the NSD, has created a specialist dedicated and highly skilled workforce, which provides an enhanced level of management and intervention for the most high-risk, complex and high-profile offenders in the community. This will include the management of terrorist connected and terrorist risk offenders. Five Probation Service national security units have been established across England & Wales during 2020/21.

The NSD and Counter-Terrorism Policing will be working closely with local Strategic Management Boards to ensure the robust management of terrorism cases. The NSD also manages serious organised crime and the most high risk and high profile public protection cases.

All MAPPA reports from England and Wales are published online at: [www.gov.uk](http://www.gov.uk)



# MAPPA Statistics

## Area: Devon and Cornwall

MAPPA-eligible offenders on 31 March 2021				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	2057	552	-	2609
Level 2	7	5	7	19
Level 3	1	1	1	3
Total	2065	558	8	2631

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	19	10	15	44
Level 3	1	1	2	4
Total	20	11	17	48

RSOs cautioned or convicted for breach of notification requirements	32
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RSOs who have had their life time notification revoked on application	21
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Restrictive orders for Category 1 offenders	
SHPOs & NOs imposed by the courts	
SHPO	106
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)	1
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# MAPPA Statistics

Level 2 and 3 offenders returned to custody				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
<b>Breach of licence</b>				
Level 2	1	2	3	6
Level 3	1	1	0	2
Total	2	3	3	8
<b>Breach of SHPO/SOPO</b>				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	129
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This figure has been calculated using the Mid-2020 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 2021 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2020 to 31 March 2021.

**(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 and terrorist 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 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.

# Explanation commentary on statistical tables

**(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.



# The Work of Devon and Cornwall Police's MOSOVO Officers

The Management of Sexual and Violent Offenders (MOSOVO) is the name given to teams of Police Officers who manage the following:

- Registered Sex Offenders (RSOs) living in the community
- Individuals who have a standalone Sexual Risk Order (who will only be placed upon the Sexual Offences Register upon conviction of a breach of that order)
- Individuals who fall under MAPPA categories 1, 2 and 3

It is important to mention that Police Forces around the Country have different departmental structures to manage the above. If a Police Force has divided MOSOVO work into smaller units these are also called different names.

In Devon & Cornwall there are six MOSOVO teams spread out geographically across the Force area. Each consists of one Detective Sergeant and a team of Police Officers and civilian staff.

The fundamental role of a Police MOSOVO team is to manage the risks presented by convicted sex offenders living in the community. Managing risk means to interact with RSOs to identify, manage and mitigate the risks. This is completed through a number of different recognised practises and governed by the MOSOVO guidance as directed by the College of Policing.

There is much to consider when managing an RSO who lives in the community. There is constant risk assessing, reviewing all intelligence submitted, disclosure considerations to name a few. The over-arching theme is always to protect the most vulnerable in our community.

MOSOVO teams ensure that the notification requirements in relation to the Sexual Offences Register are complied with and that prohibitions (conditions) of any relevant Sexual Order given by the Court are also complied with. Any breaches or suspected breaches are investigated by the MOSOVO team.

Sexual Harm Prevention Orders very much form part of monitoring and management of RSOs. Conditions are very much bespoke to the index offence committed and designed to identify actions taken by the RSO in creating the opportunities to offend and to make these circumstances or actions offences in their own right to prevent a serious sexual offence from occurring.

A large part of being a MOSOVO officer is working very closely with our partner agencies, especially The Probation Service, Adult Social Care and Children and Young People's services. MOSOVOS also work very closely with local authority housing departments, job centres and local mental health services to name a few. Information sharing between such agencies is key to identifying and mitigating risk.

MOSOVOS will co-manage individuals who are released from prison on licence. Probation are always the lead agency and have governance of strict licence conditions but a Police MOSOVO Officer will also be assigned to assist in managing risk. Some MOSOVO's are based within probation offices which encourages joint working.

# The Work of Devon and Cornwall Police's MOSOVO Officers

## E-Safe

E-safe software is a web-based monitoring tool that monitors the digital activity of users on a specific device such as a mobile phone or lap-top.

If the offence committed by a Registered Sex Offender (RSO) involved the use of the internet and devices (which many do), then Sexual Harm Prevention Orders can include a prohibition or condition that monitoring software will be installed onto any device used and owned by the RSO.

E-Safe is a very overt management tool, this means that it is not installed without the knowledge of the RSO, it will be completed in the presence of the RSO. There are many elements to the positive outcomes and use of monitoring software from the perspective of both the RSO and MOSOVO teams.

The software is designed to be able to provide MOSOVOs with any "risky" behaviours, for example internet browser search terms, and notifications in relation to any indecent images accessed or viewed.

If monitoring software is installed, it allows the MOSOVO officer to be able to have a greater oversight in relation to the general risk posed by an individual.



# OPD and IIRMS interface with MAPPA in Cornwall and Plymouth

## Core Offender Personality Disorder (OPD) Service

The Core OPD Service is jointly commissioned by NHS England and HMPPS. Within Plymouth and Cornwall the service is delivered by Health and Probation staff including Psychologists, Operational Managers, Probation Officers, an Assistant Psychologist and admin staff. Our activity includes:

- screening the Probation Service caseload for high risk of serious harm offenders who have emotional and interpersonal difficulties (unhelpful personality traits) that are linked to their offending
- offering consultations to Offender Managers (OM) focusing on these cases
- developing psychological formulations to aid the OM's understanding of these offenders and to develop pathway plans to help manage the risk or offer rehabilitative options
- offer time limited joint casework (up to six sessions) to address specific issues (e.g. assessment work to develop the formulation, targeted interventions, engagement work to establish whether offender is appropriate for IIRMS Service, etc.)
- workforce development – primarily training events to build on existing skills and knowledge of staff focussing on offending, risk, personality disorder and mental health.

We offer the service to OMs working across Cornwall and Plymouth. In addition, we in-reach to Probation Approved Premises to offer consultations, formulations and training. Furthermore, we deliver an eight sessions emotional coping skills intervention in the Approved Premises (the Minack programme).

## Intensive Integrated Risk Management Service (IIRMS)

The IIRMS remit is to deliver psychologically informed support and interventions to high risk of serious harm offenders with unhelpful personality traits. The aims are:

- reduce risk of serious harm (as part of wider management plan)
- improve psychological well being
- improve quality of life, social engagement and community functioning
- reduce likelihood of recall, breaches and reoffending
- move towards non-offending and fulfilling lives

We aim to achieve this through early engagement with offenders prior to their transition to the community to develop a rapport and initial plan. Our staff group include Psychologists, Probation Officers, Occupational Therapist and Support Workers. We meet with the offenders soon after their arrival at the Approved Premises and continue to work with them through their time at the Approved Premises, into independent living and, at times, past the end of their sentence. We offer:

- practical and emotional support
- direct intervention based on individual needs e.g. Solution Focussed Therapy, DBT Skills, CBT
- risk management
- community engagement to build a life worth living
- support to identify and develop meaningful activities

# OPD and IIRMS interface with MAPPA in Cornwall and Plymouth

## Interface with MAPPA

As part of our work with the Core OPD and IIRMS service across Cornwall and Plymouth we are often asked to attend MAPPA reviews in Cornwall, Plymouth and Exeter.

Working with MAPPA has been really helpful for the OPD and IIRMS services as we have the opportunity to offer and gather risk relevant information and be involved in the development of comprehensive risk management plans.

The interface works best in Cornwall where we are fortunate to have a MAPPA Single Point of Contact who's role is funded, to a limited extent, by the Clinical Commissioning Group.

In addition, he works in the same business area as a number of other relevant services including OPD, IIRMS, Homelessness Vulnerability Liaison Service, Community Forensic Team and Liaison and Diversion.

Representation at MAPPA from a professional with these links allows for timely delivery of relevant advice regarding the suitability of offenders for services.

For example, offenders should have a period of OPD joint casework to clarify their motivation and suitability for IIRMS. Without this process they should not be referred to IIRMS (in fact there is no direct referral to IIRMS it follows the OPD joint casework). This information can be given directly to the MAPPA in Cornwall allowing for appropriate and realistic plans to be developed.

### **Dr Andrew Pritchard**

Registered Psychologist (Clinical and Forensic)





# Victim Liaison Officers

Victim Liaison Officers (VLOs) 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, being 'on licence' and licence conditions relating to the victim.

VLOs attend MAPPAs meetings representing the victim's views. Victims are made aware of MAPPAs procedures. MAPPAs 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 implementing safety measures for the victim following a MAPPAs meeting.

Victims are kept aware of each MAPPAs meeting and are contacted before and after them.

This can give victims some reassurance and confidence that they are being kept up to date with any changes or actions that relate to them.





# The Management of MAPPA-eligible Offenders within a Custodial Setting

As a Multi-Agency Public Protection Arrangements (MAPPA) Responsible Authority, the prison service is required to provide information about MAPPA offenders at key points in their sentence and upon release.

In order to provide assurance that the prison service is meeting its MAPPA obligations fully, a Prison Public Protection Assurance Tool has recently been launched. This has significantly increased both the profile of MAPPA and the accountability of each establishment as a MAPPA Responsible Authority. The tool requires each establishment to give assurance to the Prison Group Director (PGD) and to the Governor that the establishment's obligations regarding public protection, including compliance with MAPPA, are being met. The completion of this tool is overseen by an establishment Public Protection Steering Group. This is a strategic meeting of functional department heads and is held in each prison. This ensures prison MAPPA responsibilities are more widely understood throughout the establishment.

The Prison Public Protection Assurance Tool explores each establishment's processes underpinning the following MAPPA responsibilities and sets actions to achieve compliance:

- All categories of MAPPA eligible offenders entering custody must be identified within three days of sentence and a prison record alert raised.
- The MAPPA level is requested and confirmed six months prior to release. A form called a 'MAPPA S' should be used in cases requiring escalation.
- Prisons must be represented at all MAPPA level 2 and level 3 meetings, attending in person where possible, and submit a report known as a 'MAPPA F' which includes the prisoner's current circumstances and presentation, highlights any risk areas and work needed to address risks and is countersigned by a functional department head. The MAPPA F should be submitted three days prior to the meeting.

- An Interdepartmental Risk Management Meeting (IRMM) must oversee contributions to MAPPA and pre-release arrangements of high-risk prisoners being released in the next eight months.
- Prisons must be represented at all MAPPA Strategic Management Board (SMB) meetings. The establishment must know who attends on their behalf.

For HMP Exeter the Public Protection Steering Group has received assurance that MAPPA categories of offenders entering custody are identified and processes are in place to identify the correct MAPPA level. Processes which have been tightened include tracking the request and subsequent completion of MAPPA F reports and securing attendance at every MAPPA Level 2 and level 3 meeting. The Public Protection Steering Group has also improved the defensibility of the identification of prisoners to be discussed in the monthly IRMM. These processes were commended by Her Majesty's Inspectorate of Prisons (HMIP) during their inspection of HMP Exeter in April of this year.

The practice of supporting community Probation teams in setting MAPPA levels has also been improved within HMP Channings Wood, in line with recommendations from HMIP, to improve the return of MAPPA level confirmations six months ahead of a prisoner's release.



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Devon & Cornwall  
**POLICE**

National  
Probation  
Service



**HM PRISON  
SERVICE**

Public Sector Prisons