



Multi Agency Public Protection Arrangements

CAMBRIDGESHIRE AND PETERBOROUGH



Annual Report 2018 - 2019

Intro

We are pleased to introduce the Cambridgeshire and Peterborough Multi Agency Public Protection Arrangements (MAPPA) Annual Report 2018-2019.

This Annual Report reviews how the three Responsible Agencies (HM Prisons, Police and National Probation Service) have fulfilled their statutory duties under MAPPA and worked with other agencies and bodies to protect the public and manage the risk presented by dangerous offenders in our community.

Public protection remains our highest priority. In 2018-19 we have continued to work in collaboration with criminal justice and other partnership agencies to protect vulnerable individuals, groups and communities. Whilst it is impossible to eliminate risks entirely, our agencies are committed to doing all that we reasonable can to reduce re-offending and protect others and to learn lessons where further harm has occurred.

Most MAPPA eligible offenders continue to be managed at Level 1 with the critical few being managed at the higher levels, meaning resources are

directed at those offenders where the risk to others is the greatest.

Cambridgeshire and Peterborough MAPPA has demonstrated over the last 12 months strong working relationships with local partnerships. We would like to thank our partner agencies for their dedication and commitment in this challenging area of work. We hope that you find the report has captured the contribution of MAPPA to reducing harm to individuals and communities.

Heads of Responsible Authorities for Cambridgeshire:

Nick Dean, Chief Constable,
Cambridgeshire Constabulary

Gary Monaghan, Prison Group
Director, Bedfordshire, Cambridgeshire
and Norfolk

Matthew Ryder, Head of
Cambridgeshire and Peterborough
Local Delivery Unit, National Probation
Service

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

MAPPA-eligible offenders on 31 March 2019				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	844	247	-	1091
Level 2	23	11	8	42
Level 3	3	3	1	7
Total	870	261	9	1140

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	23	19	10	52
Level 3	3	4	0	7
Total	26	23	10	59

RSOs cautioned or convicted for breach of notification requirements	54
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RSOs who have had their life time notification revoked on application	3
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	88
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)	2
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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	2	5	4	11
Level 3	3	0	0	3
Total	5	5	4	14
Breach of SOPO				
Level 2	2	-	-	2
Level 3	0	-	-	0
Total	2	-	-	2

Total number of Registered Sexual Offenders per 100,000 population	117
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This figure has been calculated using the Mid-2018 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 2019 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2018 to 31 March 2019.

(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 requires 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.

A Cambridgeshire and Peterborough Perspective

I chair the Level 3 MAPPP in Cambridgeshire and Peterborough, which reviews those local offenders assessed as posing the highest risk of harm to others and where multi agency management is deemed required to enhance the management of the risk of harm.

A case will be registered at Level 3 when it is indicated the management issues require senior representation from Responsible Authority and Duty-to-Co-operate agencies. This may be when there is a perceived need to commit significant resources at short notice, or where there is a high likelihood of media scrutiny/ public interest in the case and there is a need to ensure that public confidence in the criminal justice system is maintained.

In Cambridgeshire and Peterborough, there will normally be no more than 7 to 8 offenders under Level 3 MAPPP oversight at any one time. These cases are either offenders being managed in the community on licence, after release from prison, or prisoners who will be released into the local community, within 6 months. On occasion there are cases that necessitate discussions with agencies working in other parts of the country, to move the offender to another area. This can be complex and time-consuming. For instance, my area may be dealing with an offender who cannot return to Cambridgeshire and Peterborough for the protection of past victim(s) and/or their families and intensive work is needed to plan for the re-settlement of that offender in a new area, often some distance away. The protection of victims and communities must be our highest priority, although every step is also taken to support the offender. Chairing these can be quite challenging for a variety of reasons, but I like the opportunity that this role gives me to bring different agencies together to share information, consider risks and agree on actions to contain or reduce the risks posed.

Level 3 offenders in the community are reviewed monthly. The review starts with all agencies contributing to an update on new developments and issues. The panel then re-evaluate the risks in that case and consider additional actions needed to contain the risks. Sometimes, there can be a disagreement between agencies but this is quite rare. In my experience, the representatives of all agencies retain a very strong focus on the management of risk posed by the offender in question and the steps that need to be taken to protect those most at risk. This is particularly critical when those at risk are children or vulnerable adults.

The three responsible agencies for MAPPA, the National Probation Service, Police and Prisons, will always be represented at the Level 3 case reviews. This includes the victim liaison officer who is there to make sure that the interests of past victims and their families are always considered. Those agencies known as 'Duty to Co-operate' bodies (including Health, Social Care, Housing and DWP) will attend for those case reviews where they are either directly involved or have useful information to share. There is a clear record of each case review which outlines the decisions and actions on risk management that have been agreed and these actions are reviewed at the next case review.

It can be difficult to **always** make the best decisions at the right time when dealing with risky people and situations. However, by focusing on the risks posed by individual offenders and those individuals and communities that are most at risk of harm, we hope to demonstrate that all reasonable actions are taken by all of us working under MAPPA to protect the public and give offenders the opportunity to reform.

Matthew Ryder
Head of Cambridgeshire and
Peterborough Local Delivery Unit,
National Probation Service

I have been in my role as Detective Sergeant of the Public Protection Unit in Cambridgeshire Northern District since April 2018. I attend most weekly MAPPA Level 2 discussions at Peterborough but if I am unable to do so one of my team will attend in my absence. During these meetings I provide timely information and take actions that assists the MAPPA panel in the effective management of high risk offenders.

Attending these discussions has allowed me to gain real hands on experience of MAPPA meetings, witnessing the excellent multi-agency work undertaken by individuals from Children's Social Care, the Prison Service, Probation, Substance Misuse agency, Housing, Health and Mental Health Teams.

This has allowed me to develop my knowledge of MAPPA and to fully understand the importance of multi-agency approach, providing the sharing of information and developing relationships with colleagues from other agencies that can only benefit the whole MAPPA and therefore improve our chance to Protect the Public.

Detective Sergeant Paul Stimpson
Public Protection Unit

I have had the opportunity to represent Children Social Care at both MAPPA level 2 and level 3. I must say the opportunity to share information in a multi-agency meeting is so important and valuable. There have been a number of occasions that key information has been shared that could impact on the safety of children that I have been able to relay to the Social Worker involved. Being part of MAPPA has also helped with my own professional development whereby I have a better understanding of the role of different agencies when managing individuals who offend.

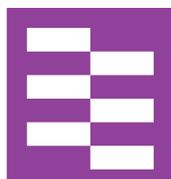
Agencies attendance at MAPPA continues to be vital and can make a real difference to managing risk. I have been able to offer advice when a safeguarding concern has arisen regarding a child and escalating any concerns around Children Social Care involvement to senior management if appropriate. I am looking forward to continuing to attend MAPPA to be part of the multi-agency safety planning and partnership working.

Jane Bellamy
Deputy Safeguarding Lead

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www.gov.uk

National
Probation
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Creating a safer
Cambridgeshire