

# Cambridgeshire MAPPA



## Annual Report 2015-2016





# Introduction

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We are pleased to introduce the Cambridgeshire Multi Agency Public Protection Arrangements ( MAPPAs) Annual Report 2015-2016. This Annual Report reviews how we have met our statutory duties and the work we have undertaken to protect the public and manage the risk presented by dangerous offenders in our community.

Public protection remains our highest priority. In 2015-16 we have continued to work in collaboration with criminal justice and other partnership agencies to protect vulnerable individuals, groups and communities.

The majority of offenders continue to be managed at level 1 with the critical few being managed at the higher levels, meaning resources are focused where the risk is.

Cambridgeshire MAPPA has demonstrated over the last 12 months strong working 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 differences we have made and the impact those differences have had on individuals and communities.



Matthew Ryder  
Head of Cambridgeshire LDU  
National Probation Service



Alec Wood  
Chief Constable  
Cambridgeshire Constabulary



Adrian Smith  
Deputy Director Custody  
Public Sector Prisons

# What is MAPPA?

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## MAPPA background

- (a) 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.
- (b) 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.
- (c) A number of other agencies are under a Duty To Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Trusts, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.
- (d) 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 Duty To Co-operate agencies.
- (e) Lay Advisers are members of the public with no links to the business of managing MAPPA offenders and 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 by the agencies in order to inform the risk assessments and risk management plans of those managing or supervising them.
- In the majority of cases that is as far as MAPPA extends, but in some cases it is determined that active multi-agency management is required. 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** – (in the main) violent offenders sentenced to imprisonment for 12 months or more; 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 management levels intended to ensure that resources are focused upon the cases where they are most needed; generally those involving the higher risks of serious harm. **Level 1** involves ordinary agency management (i.e. no MAPPA meetings or resources); **Level 2** is where the active involvement of more than one agency is required to manage the offender but the risk management plans do not require the attendance and commitment of resources at a senior level. Where senior oversight is required the case would be managed at **Level 3**.

MAPPA is supported by ViSOR. This is a national IT system for the management of people who pose a serious risk of harm to the public. The police have been using ViSOR since 2005 but, since June 2008, ViSOR has been fully operational allowing, for the first time, key staff from the Police, Probation and Prison Services to work on the same IT system, thus improving the quality and timeliness of risk assessments and of interventions to prevent offending. The combined use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when these high risk offenders move, enhancing public protection measures. All MAPPA reports from England and Wales are published online at: [www.gov.uk](http://www.gov.uk)

# MAPPA Statistics

## MAPPA-eligible offenders on 31 March 2016

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	707	130	0	837
Level 2	7	16	12	35
Level 3	2	3	4	9
Total	716	149	16	881

## 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	66	59	15	140
Level 3	3	4	0	7
Total	69	63	15	147

## RSOs cautioned or convicted for breach of notification requirements

68

## RSOs who have had their life time notification revoked on application

5

## Restrictive orders for Category 1 offenders

### SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts

SHPO	58
SHPO with foreign travel restriction	0
NOs	1

## Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)

0

<b>Level 2 and 3 offenders returned to custody</b>				
	<b>Category 1: Registered sex offenders</b>	<b>Category 2: Violent offenders</b>	<b>Category 3: Other dangerous offenders</b>	<b>Total</b>
<b>Breach of licence</b>				
Level 2	8	9	0	17
Level 3	0	0	0	0
Total	8	0	0	8
<b>Breach of SOPO</b>				
Level 2	4	0	0	4
Level 3	0	0	0	0
Total	4	0	0	4

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	<b>110</b>
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This figure has been calculated using the Mid-2014 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 on 23rd June 2016, excluding those aged less than ten years of age.

# Explanation commentary on statistical tables

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## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2016 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2015 to 31 March 2016.

**(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 (95% this year) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

**(b) Registered Sexual Offenders (RSOs)** – those who are required to notify the police of their name, address and other personal details and to notify any changes subsequently (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence which 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 and offenders disqualified from working with children.

**(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 MAPP meetings.

**(e) 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.

**(f) Sexual Harm Prevention Order (SHPO) – (replaced Sexual Offence Prevention Orders) including any additional foreign travel restriction.** Sexual Harm Prevention Orders (SHPOs) and interim SHPOs 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. It 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 (incl. 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 done 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 – **this includes preventing 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 the full notification requirements.

Nominals made subject of a SRO are now recorded on VISOR, as a Potentially Dangerous Person (PDP).

#### **(i) Lifetime notification requirements revoked on application**

##### **Change in legislation on sexual offenders**

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place which will allow **qualifying sex offenders to apply for a review of their notification requirements**.

Individuals subject to indefinite notification will only become eligible to seek a review once they have been subject to the indefinite notification requirements for a period of at least 15 years for adults and 8 years for juveniles. This applies from 1 September 2012 for adult offenders

On 21 April 2010, in the case of *R (on the application of F and Angus Aubrey Thompson) v Secretary of State for the Home Department [2010] UKSC 17*, the Supreme Court upheld an earlier decision of the Court of Appeal and made a declaration of incompatibility under s. 4 of the Human Rights Act 1998 in respect of notification requirements for an indefinite period under section 82 of the Sexual Offences Act 2003.

This has been remedied by virtue of the Sexual Offences Act 2003 (Remedial) Order 2012 which has introduced the opportunity for offenders subject to indefinite notification to seek a review; this was enacted on 30th July 2012.

Persons will not come off the register automatically. Qualifying offenders will be required to submit an application to the police seeking a review of their indefinite notification requirements. This will only be once they have completed a minimum period of time subject to the notification requirements (15 years from the point of first notification following release from custody for the index offence for adults and 8 years for juveniles).

Those who continue to pose a significant risk will remain on the register for life, if necessary. In the event that an offender is subject to a Sexual Offences Prevention Order (SOPO) the order must be discharged under section 108 of the Sexual Offences Act 2003 prior to an application for a review of their indefinite notification requirements.

For more information, see the Home Office section of the gov.uk website:

<https://www.gov.uk/government/publications/sexual-offences-act-2003-remedial-order-2012>



# Local page

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In 2015-16 Cambridgeshire MAPPA has continued to assist in protecting the public from the most dangerous and violent offenders who have the potential to cause serious harm. In this report we have contributions from the Head of Cambridgeshire's Local Delivery Unit (LDU) who also acts as chair for the Level 3 Multi Agency Public Protection Panel (MAPPP). In addition, we hear from a Trainee Probation Officer's experience of joint working with the Police and from the Lay Advisor as to her role within MAPPA.

## Matthew Ryder, Head of Cambridgeshire LDU:

I chair the Cambridgeshire Level 3 Multi Agency Public Protection Panel (MAPPP), which organises regular case conferences on current MAPPA Level 3 offenders. The panel will discuss those offenders who are seen as especially risky to others and where high level input of resources from agencies is required to manage these risks. The panel meets on a monthly basis and it is not unusual to have five or six cases to review each time. As panel chair, I feel it is critically important to make sure that the case conferences are well organised and that the panel is able to assess all the relevant information that is available as each individual case is reviewed. There are sometimes time constraints but I always aim to give all those agencies who are involved in a particular case the opportunity to bring new information to the discussion and to help the offender manager to update their risk management plan. I want to make sure that the panel is well informed and can demonstrate that an appropriate level of resource is being used to manage risks posed by the offender and that all reasonable steps are taken to protect victims and those who are most vulnerable to serious crime. The ultimate goal is to secure good outcomes in terms of protecting the public and the rehabilitation of offenders. There are plenty of challenges for all agencies that work in the public protection arena, but I believe we can be most effective when all agencies work closely together under the MAPPA umbrella to protect communities.

Cambridgeshire Police and Probation have delivered effective joint working in undertaking a new risk assessment known as Active Risk Management System (ARMS). This is a dynamic risk tool for adult male sex offenders. The tool supports the effective case management of sex offenders through focusing on current behaviours and circumstances in the offender's life. ARMS enables the Police and Probation to prioritise their intervention and risk management strategies. This evidences a joined up approach to managing risk and continues to be an effective way of jointly managing sex offenders in the community as illustrated in the case study below.

## Case Study

As a Trainee Probation Officer I carried out a home visit to X with the Police. Although this was my first experience of completing the assessment I received much support from the PPU Officer. At first X was very resistant to discussing his offending, however part way through the interview he became more open and was able to respond to some very difficult questioning about his sexual preoccupation and self management. From the assessment we were able to put in place risk management strategies to manage his risk in the community. I feel that we have made a good start with X although recognise that there is much more intervention required which will be closely monitored by Police and Probation.

## MAPPA Awareness Training Day

Cambridgeshire has also successfully delivered MAPPA Awareness training to a variety of partnerships and agencies. We had an excellent turn out from local agencies who found the training very useful and informative. We would like to thank those agencies for taking part and assisting in making the day a success.

# Lay Advisor's Report

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This year I completed my four year term as Lay Advisor to Cambridgeshire and Peterborough MAPPA and was very pleased to be confirmed in the role for a further three years.

I have continued to attend the MAPPA Responsible Authorities Group and Strategic Management Board. When work commitments allow I have attended MAPPA level 2 and 3 meetings as an observer and provided feedback on how the process has run. This is useful for me to understand the processes of risk management that the professionals go through with each case.

This year has seen us undertake a multi-agency audit of a range of cases. This was a very valuable exercise and the input of all the agencies ensured that this was a robust process and that useful actions were identified to improve the process even further going forwards.



I have continued to work closely with the Responsible Authorities Group to assist in the recruitment of a further Lay Advisor which will bring a greater resilience and more diverse experience to the role. Whilst this has been a challenge we will continue, during the coming year, to seek a further Lay Advisor to support the MAPPA process.

I continue to feel welcomed into this role and able to ask questions and make comment. The confidence that I have in the system and the respect for my role allows me to fulfil that 'critical friend' role on behalf of the public. It has been very clear to me over the past year that all of the statutory agencies involved in managing MAPPA clients have continued to strive to deliver an excellent service despite the challenges and changes that all in the public sector are facing and they should be commended for their professionalism and commitment.

**Christine Graham**  
MAPPA SMB Lay Advisor

All MAPPA reports from England and Wales are published online at:

[www.gov.uk](http://www.gov.uk)

National  
Probation  
Service



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