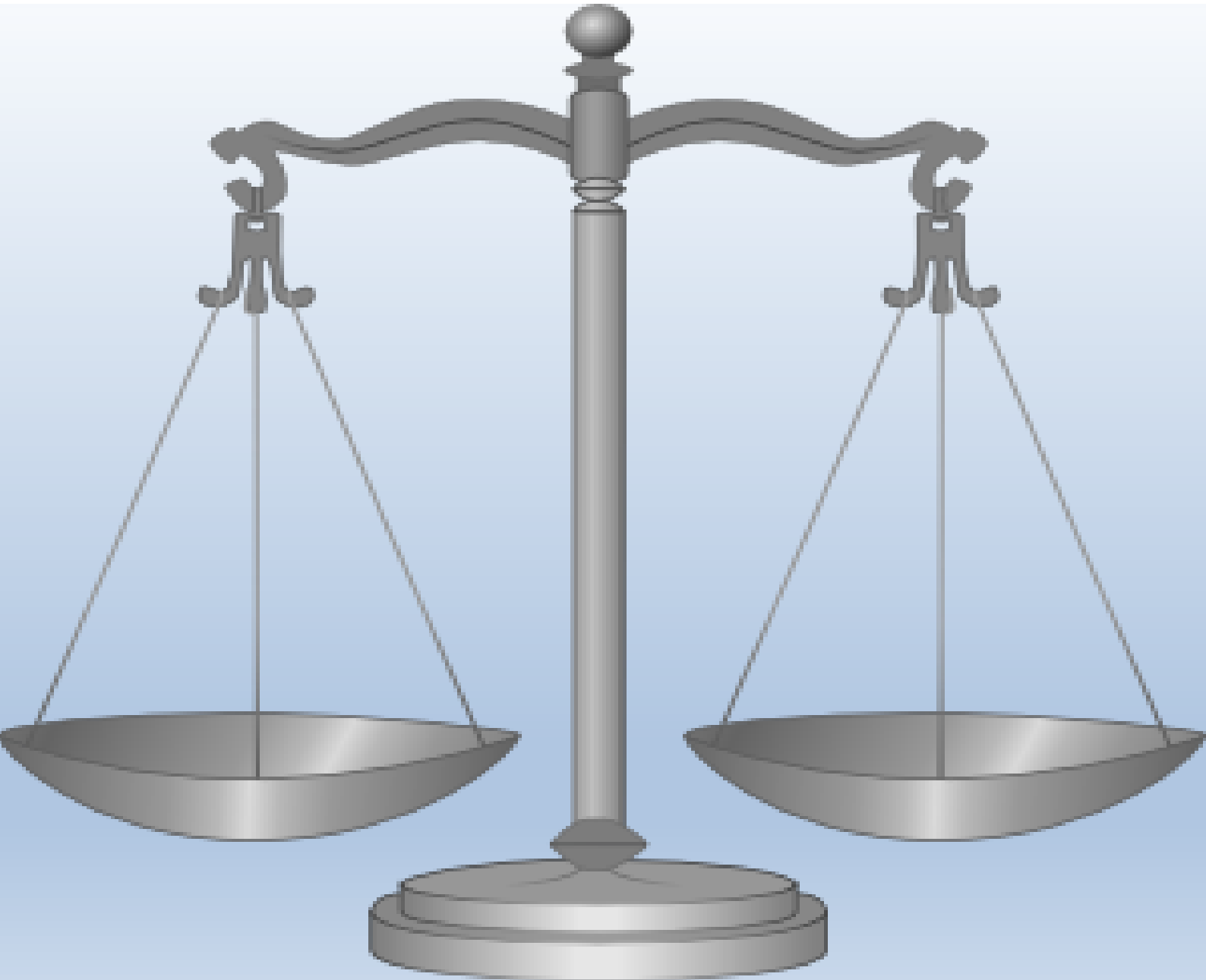




# CAMBRIDESHIRE



Annual Report 2016- 2017



# Introduction

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We are pleased to introduce the Cambridgeshire Multi Agency Public Protection Arrangements ( MAPPA) Annual Report 2016-2017. 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 2016- 17 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

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 involving the higher risks of serious harm.

- **Level 1** involves ordinary agency management (i.e. managed by the lead agency with no MAPPA formal meetings);
- **Level 2** is where the active involvement of more than one agency is required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level.

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

# MAPPA Statistics

<b>MAPPA-eligible offenders on 31 March 2017</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	780	202	-	982
Level 2	11	7	10	28
Level 3	4	1	2	7
Total	795	210	12	1017

<b>MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	41	36	10	87
Level 3	1	4	1	6
Total	42	40	11	93

<b>RSOs cautioned or convicted for breach of notification requirements</b>	33
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<b>RSOs who have had their life time notification revoked on application</b>	9
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<b>Restrictive orders for Category 1 offenders</b>	
<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	83
SHPO with foreign travel restriction	0
NOs	3

<b>Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b>	0
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<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	4	8	3	15
Level 3	0	1	0	1
Total	4	9	3	16
<b>Breach of SOPO</b>				
Level 2	3	-	-	3
Level 3	1	-	-	1
Total	4	-	-	4

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	107
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This figure has been calculated using the Mid-2016 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

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## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2017 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2016 to 31 March 2017.

**(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 under ordinary agency (Level 1) arrangements rather than via 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.”) 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.

**(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.

**(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. 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 (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 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, 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.

Individuals subject to indefinite notification 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 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)/Sexual Harm Prevention Order (SHPO) 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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All agencies who have worked under Cambridgeshire MAPPA in 2016/17 have a strong commitment to protecting the public from 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 have included a case study of how a MAPPA offender has engaged with a new pioneering project known as the ICARUS project. This is a therapeutic programme devised specifically for Cambridgeshire Fire and Rescue Service. This programme works with offenders convicted of Arson for several months covering 6 modules. We also have contributions from the Lay Advisor as to her role within MAPPA.

## **Level 3 Multi Agency Public Protection Panel (MAPPP)**

I chair the Cambridgeshire Level 3 Multi Agency Public Protection Panel (MAPPP) on behalf of the three Responsible Authorities (National Probation Service, Public Sector Prisons and Police). The Level 3 MAPPP is responsible for overseeing the management of those offenders registered under MAPPA who are judged to pose the highest risk to others and that require senior management input.

The panel meets on a monthly basis and on average will review between five and seven cases per month. The panel's membership includes senior representatives from the three Responsible Authorities (see above) and organisations that are statutory partners to MAPPA, usually referred to as 'Duty to Co-operate' (DtC) agencies. DtC agencies will typically including Housing, Social Care and Health.

As Level 3 MAPPP chair, I believe it is critical that the panel is given all up to date and relevant

information about each of the cases under review. This is essential in helping the panel to make informed decisions about the resources needed to manage the risks posed by the offender being reviewed. The ultimate test for the panel is to demonstrate that all reasonable steps are taken to manage these risks and protect the public. That is the question that the panel needs to ask itself at the end of each discussion.

Each case discussion will start with a brief catch up on the actions agreed at the last panel discussion, after which there will be a full update on the progress of the case by the offender manager (OM), who is responsible for the day to day supervision of the offender. All those other agencies that are involved in the case will then give their updates so that the panel has a complete picture of the current situation. These other updates are usually provided by the prison-based offender supervisor, the victim contact officer and children's services, depending on the nature of the case under review. For those cases involving an offender living at an approved premises (AP) hostel, a manager from the AP will normally contribute as well. If the panel is reviewing a particularly high profile case, media relations officers from one of the RAs and senior officials in the Ministry of Justice will often join the discussion and advise accordingly. The more high profile cases are usually registered as critical public protection cases (CPPCs) and the panel can receive advice from the national CPPC team at the MoJ.

There is always a variety of cases on the panel agenda, including some that are being transferred to another part of the country. This will include those offenders who cannot return to Cambridgeshire because of the nature of their offences and the need to protect past victims. By the same token, Cambridgeshire Level 3 MAPPP will, from time to time, consider cases being transferred into Cambridgeshire from another area for the same reasons. Transferring cases can present difficult challenges and requires effective co-operation between the two MAPPA areas. That is one occasion when video and tele-conference facilities make a real difference!

Once the Level 3 MAPPP has had a full case update, the OM and others will be asked to review the risk of harm assessment and the risk

management plan. This is important as the case plans do need to be re-considered and updated when new information comes to light.

The panel chair will sum up the discussion and ask the minute taker to go over all the agreed new actions for the next period.

Chairing the Level 3 MAPPP does present challenges, not least in making sure that all relevant issues are covered in the time allocated for discussion. At the same time, chairing these discussions gives me an insight into all the hard work that front line staff do to protect the public and give offenders the opportunity to achieve positive changes in their lives.

**Matthew Ryder, Head of Cambridgeshire LDU, National Probation Service**

### Case Study

Participant A, 51 year old white British male who was made the subject of a 92 month custodial sentence (Extended Public Protection) for an offence of Arson with Intent to Endanger Life. He was a MAPPA level 2 offender. The Police were called to his address whereby the offender had doused himself with petrol and was holding his wife hostage, and that he had been making threats to harm himself. He then set fire to an item of his clothing and bedroom curtains. Witness statements indicate that the fire took hold quickly and he and his wife left the property - he was subsequently arrested. On serving his licence part of his sentence his OM ( Offender Manager) referred him to the ICARUS project. Participant A attended all of the individual treatment sessions and completed most of the work outside sessions (homework). The facilitators noted that this participant found the written work challenging. He developed a good therapeutic relationship with the facilitators, although at times his personal problems would often dominate sessions. In terms of progress against key skills Participant A 'developed his

understanding of the unpredictability of fire setting' and make links to his own behaviour. At the point of completing this Evaluation Participant A was interviewed in March 2017 .The Offender Manager ( OM) states that there was no evidence of any behaviours linked to fire setting within the six months that have elapsed post programme, and that Participant A had not been convicted of any offences. Whilst there was some evidence of some of those risk factors being present (i.e. sporadic alcohol use), steps were taken by the O M to address this, and furthermore there was evidence of participant A dealing with specific problems (relationships) more effectively and certainly in evidencing the 'asking for help' skill more often than not. Participant A made links to ICARUS, most notably around his problems solving and how he was attempting to solve problems without being impulsive or turning to drink. Whilst he is still subject to strict licence conditions the participant has engaged very well with the programme and continues to demonstrate good coping skills so as to avoid putting himself at risk of further offending in the future. The Icarus programme is a good example of agencies working effectively together under MAPPA to reduce risk of serious harm to the public.

MAPPA Awareness Training: Cambridgeshire would like to thank all the local agencies for participating in the MAPPA training event, this event had a high attendance from a variety of agencies which contributed to the success of the training.

## Lay Advisor Report

This year I have begun my second term as Lay Advisor to Cambridgeshire and Peterborough MAPPA. This term will see me serving for another 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, we have continued to undertake multi-agency audits of a range of cases. This process provides a robust review of the way in which cases are dealt with and is a good use of my time as a Lay Advisor as I am able to provide a different perspective to the statutory agencies present.

I have continued to work closely with the Responsible Authorities Group to assist in the recruitment of a further Lay Advisor and we are very hopeful that there will be someone else joining me in this role very soon.

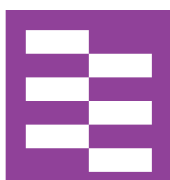
I continue to feel welcomed into this role and able to ask questions and make comment. The confidence that I have in the system and the respect for my role allows me to fulfil that 'critical friend' role on behalf of the public. It has been very clear to me over the past year that all of the statutory 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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