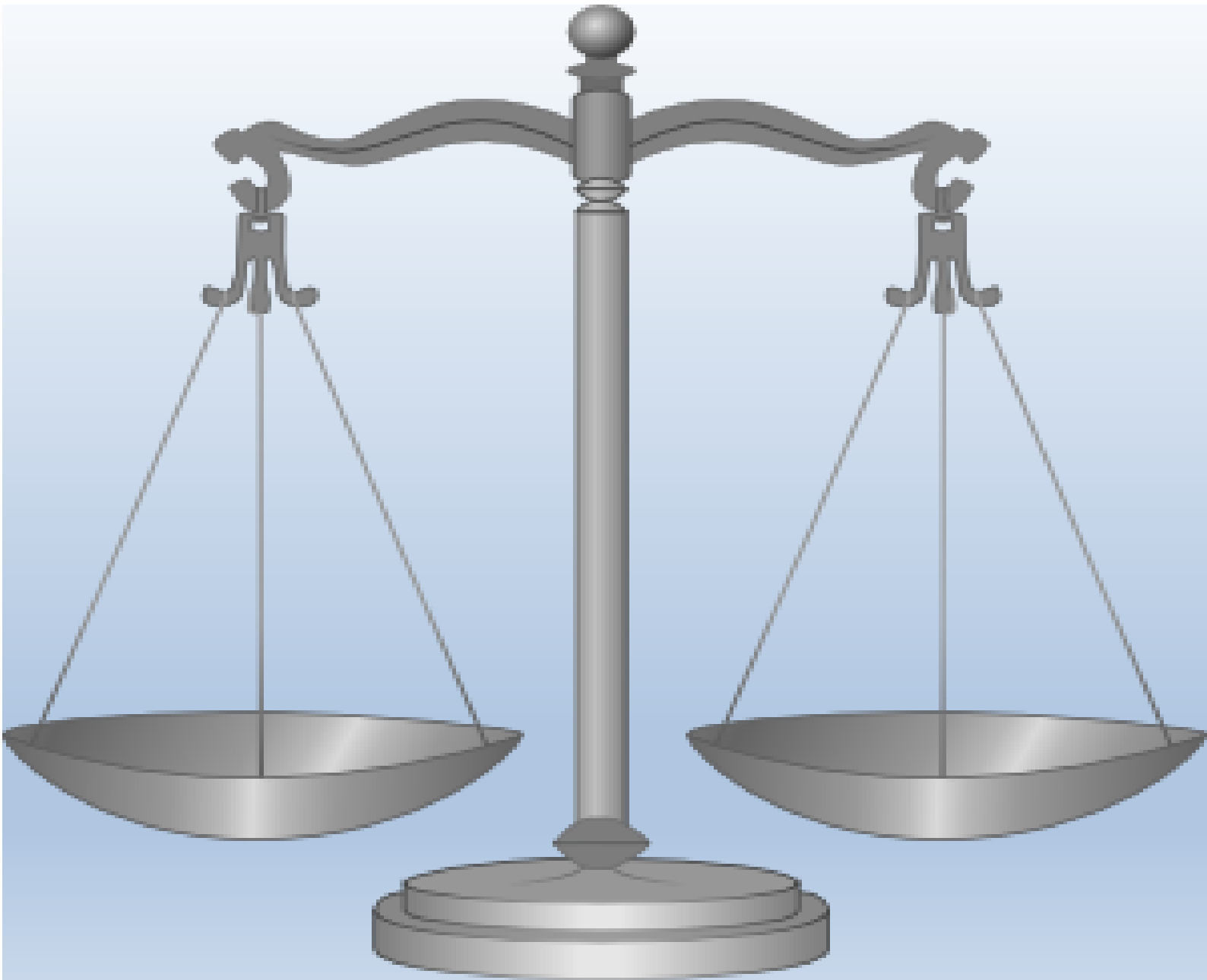




CAMBRIDGESHIRE AND PETERBOROUGH



Annual Report 2017-2018

Introduction

We are pleased to introduce the Cambridgeshire and Peterborough Multi Agency Public Protection Arrangements (MAPPA) Annual Report 2017-2018.

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 2017- 18 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, Deputy Prisons 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 involving the higher risks of serious harm.

- **Level 1** involves ordinary agency management (i.e. managed by the lead agency with no formal MAPPA 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

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2018				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	823	239	-	1062
Level 2	11	10	3	24
Level 3	4	1	3	8
Total	838	250	6	1094

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	33	37	7	77
Level 3	7	3	1	11
Total	40	40	8	88

RSOs cautioned or convicted for breach of notification requirements	35
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RSOs who have had their life time notification revoked on application	2
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	64
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
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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	4	3	1	8
Level 3	2	1	1	4
Total	6	4	2	12
Breach of SOPO				
Level 2	1	-	-	1
Level 3	0	-	-	0
Total	1	-	-	1

Total number of Registered Sexual Offenders per 100,000 population	113
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This figure has been calculated using the Mid-2017 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 2018 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2017 to 31 March 2018.

(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>

A Cambridgeshire and Peterborough Perspective

I have been in my role as Detective Inspector of Offender Management, Cambridgeshire Northern District for nearly 6 months. My role is varied and includes managing the Public Protection Unit. My team attend all MAPPA level 2 discussions, providing timely information that assists the MAPP panel in the effective management of high risk offenders.

In order to gain an in-depth understanding of the MAPP process I stood in for the MAPPA Co-Ordinator and chaired two Northern Cambridgeshire level 2 discussions. Doing this allowed me to gain real hands on experience of MAPP 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.

As well as developing my knowledge of MAPPA my time as chair of MAPPA level 2s has allowed me to develop relationships with colleagues from other agencies that can only benefit the whole MAPPA and therefore improve our chance to Protect the Public.

DI Nikki Hall, Offender Management, Northern District

I regularly sit on the Southern Cambridgeshire MAPPA 2 panel and have been involved in two audits of MAPPA, auditing 5 cases alongside colleagues from other agencies involved in MAPPA. I found the audits provided the opportunity to reflect on not only the quality of the assessments but also the MAPPA process. Both audits confirmed that MAPPA in Cambridgeshire was performing at a good level but also identified areas where practice can improve. All in all, the audits I have been involved in were positive experiences and I hope that my contribution added value.

Simon Hunt – Cambridge City Housing

Case Study

AB was 17 years old when he was referred to MAPP Level 2, by his Youth Offending Worker as a category 3 case (offenders who do not qualify under Categories 1 or 2 but who currently pose a risk of serious harm).

AB had only been known to the Youth Offending Service (YOS) for 6 months prior to the offence with no previous offending before then. His first offence was Arson to a neighbour's car, with A reporting hearing voices telling him to do this.

AB received an intensive intervention from YOS, including from the YOS Psychologist. Despite this AB committed a series of offences that raised further concerns, including Arsons and Threats to Kill. The latter offence led to AB being remanded whilst a Psychiatric Report was requested.

Following the completion of the Report AB was released on a 12-month Youth Rehabilitation Order (YRO).

AB was referred to MAPPA, was adopted as a MAPP Level 2 case and continued to work with the YOS including the YOS Psychologist. The MAPP Level 2 panel including representation from the local Mental Health Services, who were able to liaise with the YOS and transition AB to adult services. This increased AB's chance of recovery whilst the work of other agencies, including YOS and the police, developed external controls that reduced his risk of reoffending.

A completed his 12-month YRO with no further offences and was deregistered from MAPPA, but continued to work with Mental Health Services to address his ongoing difficulties.

Chairing the Level 3 Multi Agency Public Protection Panel (MAPPP)

I chair the Level MAPPP in Cambridgeshire and Peterborough which reviews those local offenders who pose the highest risk of harm to others and where additional agency resources are needed to manage these risks. Chairing these discussions 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 this risk. Offenders registered at Level 3 who are in the community are reviewed monthly and each review meeting will start with an update on new developments and issues. All agencies who are involved in the case can contribute to this update, after which the panel will re-evaluate the risks in that case and consider any additional actions that are needed to contain these risks. Sometimes, there can be a disagreement between agencies but this is quite rare. In my experience, the representatives of the different agencies retain a very strong focus on the management of risks 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 (RAs – Police, the National Probation Service 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 is very 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

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

www.gov.uk

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Cambridgeshire
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