



Multi Agency Public Protection Arrangements

# CAMBRIDGESHIRE AND PETERBOROUGH



# Annual Report 2020-21



# Introduction

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We are pleased to introduce the Cambridgeshire and Peterborough Multi Agency Public Protection Arrangements (MAPPA) Annual Report 2020 - 2021.

MAPPA is the process through which the Police, The Probation Service and Prison Service, known collectively as the Responsible Authority, work together with other agencies to manage the risks posed by violent and sexual offenders. MAPPA is not a statutory body, but a mechanism through which agencies can better discharge their statutory responsibilities and protect the public in a co-ordinated manner.

This Annual Report reviews and offers reassurance to the public that appropriate processes are in place and demonstrates 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 and protecting the most vulnerable in our communities remains our highest priority. 2020/21 was a year like no other, and like the whole country we had to adapt and find new and innovative way of working in collaboration with criminal justice and other partnership agencies to protect vulnerable individuals, groups and communities through the pandemic. Our commitment to protecting the public through strong MAPPA arrangements did not change, through partnership commitment and enhancements in technology we ensured the sharing of information continued at the levels required to manage the risk of harm from MAPPA nominals.

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.

Strategic Management Board Chair – ACC Vicki Evans

# 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, 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.

# 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

<b>MAPPA-eligible offenders on 31 March 2021</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	897	325	-	1222
Level 2	23	12	8	43
Level 3	5	1	2	8
Total	925	338	10	1273

<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	39	22	16	77
Level 3	4	2	2	8
Total	43	24	18	85

<b>RSOs cautioned or convicted for breach of notification requirements</b>	35
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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	73
SHPO with foreign travel restriction	0
NOs	1

<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	2	6	3	11
Level 3	1	0	0	1
Total	3	6	3	12
<b>Breach of SOPO</b>				
Level 2	2	-	-	2
Level 3	1	-	-	1
Total	3	-	-	3

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	123
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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

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## 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.

**(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.

# Level 3 Multi-Agency Public Protection Panel

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I chair the Level 3 multi agency public protection panel (MAPPP) in Cambridgeshire and Peterborough. This panel has oversight of those cases that meet the criteria for Level 2 management but where input from senior management in the Responsible Authority and Duty-to-Co-operate agencies and additional resources from some of these agencies are judged to be necessary due to the complexity and nature of the individuals under review.

This may be when there is a necessity to commit significant resources to an individual case at short notice or where, although not assessed as high or very high risk of serious harm, there is a high likelihood of media scrutiny or public interest in the management of the case and there is a need to ensure that public confidence in the criminal justice system is maintained.

Most of the cases overseen by the Level 3 MAPPP pose the highest risk of serious harm to others and require additional resource to minimise these risks. Nearly all of the individuals who are managed under this process have committed very serious offences and are usually assessed as a significant future risk to others. The offences include murder, manslaughter, rape and sexual offences committed against children. These cases are often extremely challenging to manage and the MAPPP brings together all relevant partner agencies to develop and implement plans to protect the public and reduce the risks of further serious offending.

When cases are referred to the panel, the supervising practitioner (usually a qualified probation officer) responsible for managing the person on their sentence is invited to introduce the case and give the panel a 'pen picture' of the person they are supervising. This will include: - current and past convictions; risk factors (for example, substance misuse, past and present family conflicts, failure to accept responsibility for past behaviour and ongoing mental health concerns); those factors in the person's life that might reduce the risk of further

harm (often called 'protective factors'), and; a summary of the structured interventions being used to address offending behaviour.

Other agencies involved in the management of the case will share any relevant information they have about the individual under review to give the panel a complete picture. Keeping up to date with the progress of each case is vital and the panel will aim to take the best risk management decisions based on all the information that is available to them. We cannot eliminate risks entirely, but our goal is to demonstrate that all reasonable actions have been taken to minimise these risks and to protect the public. In cases where there is further offending, all partner agencies working under MAPPP are committed to learning the lessons and embedding this learning into future risk management practice.

Any case registered at MAPPP Level 3 must be reviewed at the panel on a regular basis and these reviews are monthly if the person under supervision is living in the community. In managing Level 3 cases, the panel endeavours to work in accordance with what is often termed the 'Four Pillars' framework to risk management – (i) supervision, (ii) monitoring and control, (iii) interventions and treatment, (iv) victim safety planning.

I find chairing the Level 3 MAPPP a rewarding experience because this is true partnership working in action. I believe we are at our best when all agencies are working together very closely and there is a willingness to go the extra mile to reduce further offending and protect the public. We also look for solutions that will have the best chance of protecting communities and vulnerable individuals most at risk.

*Matthew Ryder*

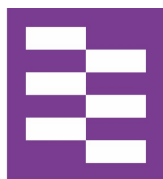
Head of Service for Cambridgeshire and Peterborough, Probation Service

Chair of Cambridgeshire and Peterborough Level 3 MAPPP

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