

# Cambridgeshire and Peterborough



## Annual Report 2021 - 22



# Introduction

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We are pleased to introduce the Cambridgeshire and Peterborough Multi Agency Public Protection Arrangements (MAPPA) Annual Report 2021 - 2022.

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 coordinated manner.

The foundation of MAPPA is the partnership work between not just the responsible authorities, but a whole range of organisations, both within and beyond the criminal justice system. By sharing information, jointly assessing risk, and co-ordinating activity, we are in a better position to protect individuals and local communities in Cambridgeshire and Peterborough. As well as pooling the professional expertise of these organisations, MAPPA also benefits from the involvement of the Lay Advisor. Their role is to represent the public, by asking questions of MAPPA on behalf of local communities and by developing a sound knowledge of the operation of MAPPA, including observation of MAPP meetings for individual cases. Whilst risk can never be eliminated, all Mappa activity is very much focused on reducing that risk as far as we are able.

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 the 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. The year 2021/22 has focused on ensuring the partnership COVID 19 recovery plans were effective, and that the partnership has taken the best practice and learning both locally and nationally to continue to improve and strengthen our approach. We continue to use all resources available to ensure we are as effective as we can be in protecting the public. Every Mappa offender is managed according to individual need and risk and this means the agencies around the Mappa table are invited because of their expertise, skills and knowledge of an individual case and to take away specific actions to bolster and add value to the lead agency's risk management plan. Our collective commitment to protecting the public through strong MAPPA arrangements remains steadfast.

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, Department for Work and Pensions and Local Housing and Education Authorities.

Local Strategic Management Boards (SMB) comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA within their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA 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** –subject to sex offender notification requirements;
- **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.

A fourth category for terrorist and terrorist risk offenders was introduced by the Police Crime Sentencing and Courts Act 2022 after the period covered by this report.

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

The government published an Independent Review of the MAPPA used to Supervise Terrorist and Terrorism-risk Offenders on 2 September 2020 and published its response 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 implemented via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Act 2022. The Secretary of State has also revised the statutory MAPPA Guidance on terrorist offenders.

The Probation Service, via its National Security Division, 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 includes the management of terrorist connected and terrorist risk offenders. The NSD and Counter-Terrorism Policing work closely with local SMBs to ensure the robust management of terrorism cases.

All MAPPA reports from England and Wales are published online at: [www.gov.uk](http://www.gov.uk)

## National Security Division

The National Security Division (NSD) has now been established for approaching 2 years and is a division within the Probation Service to provide enhanced case management and intervention for the highest risk, complex and high-profile adult offenders in the community. The division provides a centralised, dedicated capability within the Probation Service for the following cohorts of adult offenders:

- Convicted Terrorist Act/Terrorist Act connected
- Terrorist risk offenders who present a national security threat
- The Highest risk/high harm Serious Organised Criminals requiring enhanced management; and
- A number of registered CPPC cases who are the highest risk/highest profile sexual or violent offenders who present national interest.

NSD cases are managed in the areas where they are residing as that is in most cases where the risk lies. We will of course also involve other areas linked to the case in MAPPA discussions. Co-ordination between NSD and Probation Delivery Units ensures strong links to local stakeholders, including health, housing and local rehabilitative services. NSD units include dedicated forensic psychologists to support a psychologically informed approach to risk management and also polygraph examiners, to provide enhanced monitoring of compliance with licence conditions.

The NSD continues to work with the national MAPPA team, CT police and with SMBs. We have embedded the recommendations made by the 2020 Jonathan Hall review of MAPPA for terrorist offenders. These include MAPPA panels to review extremist cases which include both police, probation and prison staff who specialise in CT work, but also, crucially, representation from key local agencies. The MAPPA panels will direct increased use of MAPPA core groups, ensuring that work with individual cases is co-ordinated and responsive.

The NSD is committed to working in partnership with Strategic Management Boards to ensure high quality MAPP arrangements. The specialist MAPPA Panels will provide information about key performance indicators to SMBs and will also take part in training, audit and observation activity. NSD units will report formally to SMBs regularly, a minimum of annually.

The NSD will work closely with key partners and stakeholders and ensure that our development is aligned with wider changes in the national security landscape.

# MAPPA Statistics

## MAPPA-eligible offenders on 31 March 2022

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	917	345	-	1262
Level 2	18	14	6	38
Level 3	3	0	0	3
Total	938	359	6	1303

## 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	30	17	5	52
Level 3	3	1	1	5
Total	33	18	6	57

<b>RSOs cautioned or convicted for breach of notification requirements</b>	20
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<b>RSOs who have had their life time notification revoked on application</b>	9
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## Restrictive orders for Category 1 offenders

<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	86
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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## Level 2 and 3 offenders returned to custody

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
<b>Breach of licence</b>				
Level 2	7	7	4	18
Level 3	5	1	0	6
Total	12	8	4	24
<b>Breach of SOPO</b>				
Level 2	4	-	-	4
Level 3	3	-	-	3
Total	7	-	-	7

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	119
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This figure has been calculated using the Mid-2021 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 2022 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2021 to 31 March 2022.

**(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) Subject to Sex Offender Notification Requirements** – 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 are not subject to notification requirements. 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 the offender does not comply with these conditions, the Probation Service will take breach action 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 and/or positive obligations 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 on the balance of probability 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, the National Crime Agency (NCA), British Transport Police (BTP) or the Ministry of Defence Police (MODP). The chief officer/NCA/BTP/MODP 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 individuals convicted of qualifying sexual offences overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police in England and Wales may issue a notification order directly to an offender who is

already in the UK or who is intending to come to the UK who has to notify within three days of receipt. Offenders have a right of appeal against notification.

#### **(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, NCA, BTP or MODP 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.

An SRO may prohibit the person from doing anything described in it, including travel overseas, or place positive obligations upon them. Any prohibition and/or obligation 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.

An 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 an 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 an 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 individuals 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 MAPPA are committed to learning the lessons and embedding this learning into future risk management practice.

Any case registered at MAPPA 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*

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Chair of Cambridgeshire and Peterborough Level 3 MAPPP

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

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

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