

Cambridgeshire and Peterborough



Annual Report 2023-24

Introduction

I am pleased to introduce the Cambridgeshire and Peterborough Multi Agency Public Protection Arrangements (MAPPA) Annual Report 2023-2024.

MAPPA is the process through which police, probation and prisons, 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 work together in a coordinated manner to discharge their statutory responsibilities and protect the public.

The foundation of MAPPA is the partnership work between the responsible authorities and 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 stronger position to protect individuals from and local communities from harm in Cambridgeshire and Peterborough. As well as pooling the professional expertise of these organisations, MAPPA also benefits from the involvement of the Lay Advisor.

The Lay Advisor 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 reasonably able.

This Annual Report aims to give reassurance to the public that robust processes are in place to deliver services under the MAPPA umbrella. I also believe this report 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 posed by people

who can cause serious harm in our community.

Public protection and looking after the most vulnerable people in our communities remain our highest priority.

The past year has been an exceptionally testing period for the justice system, including increased pressures on capacity in the HM Prison Service male estate. This led to decisions being made by the Ministry of Justice to release certain categories of prisoners before their scheduled release date. The initial programme of early release (covered by the period of this annual report) did not impact MAPPA registered cases. The second early release scheme (SDS40) was introduced in September 2024 and any impact of this on MAPPA will need to be evaluated in the 2024-25 reporting period.

Since the start of the 2024-25 reporting period, I have taken over as Strategic Management Board Chair, a role held by the Assistant Chief Constable over the past eight years. It is usual for the SMB Chair to rotate between the Responsibility Authority Agencies, and I am delighted to be given the opportunity to chair this important group; which scrutinises MAPPA performance and practices, identifies future priorities and provides strategic direction as Cambridgeshire and Peterborough MAPPA continues to develop.

I believe Cambridgeshire and Peterborough MAPPA has demonstrated over the last 12 months there are strong working relationships with local partnerships. We would like to thank our partner agencies and stakeholders for their dedication and commitment in this challenging area of work.

Matthew Ryder

MAPPA Strategic Management Board Chair and Head of Service Cambridgeshire and Peterborough Probation Delivery Unit

What is MAPPA?

MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by individuals who have committed the most serious sexual, violent and terrorist offences (MAPPA-eligible individuals) 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-eligible individuals 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 individuals 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 4 categories of MAPPA-eligible individual:

- **Category 1** –subject to sex offender notification requirements;
- **Category 2** – mainly those convicted of violent offences and sentenced to 12 months or more imprisonment or a hospital order;
- **Category 3** – individuals who do not qualify under Categories 1, 2 or 4 but whose offences pose a risk of serious harm.
- **Category 4** – terrorism convicted and terrorism risk individuals

Data on Category 4 individuals is not included in this report due to data protection issues related to low numbers. This data will be aggregated and published nationally.

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 individual 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 individual.
- **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 individuals 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 individuals move between areas, enhancing public protection measures.

ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system, 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 individuals on 31 March 2024

	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	979	228	-	1207
Level 2	11	7	8	26
Level 3	3	0	1	4
Total	993	235	9	1237

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)

	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	25	23	28	76
Level 3	3	0	0	3
Total	28	23	28	79

Category 1 cautioned or convicted for breach of notification requirements	26
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Category 1 who have had their life time notification revoked on application	13
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Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	14
SHPO with foreign travel restriction	0
Notification Order	0

Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO)	0
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Level 2 and 3 individuals returned to custody

Returned to custody for breach of licence	Category 1: Subject to notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	3	2	7	12
Level 3	1	0	0	1
Total	4	2	1	7

Breach of SHPO	
Level 2	0
Level 3	1
Total	1

Total number of individuals subject to sex offender notification requirements per 100,000 population	124
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This figure has been calculated using the mid-2022 estimated resident population, published by the Office for National Statistics (ONS) on 21 December 2022, excluding those aged less than ten years of age.

Consistent with previous publications, this figure should be based on mid-2023 estimated resident population; however, the ONS has changed its publication schedule such that the mid-2023 estimates will be published later this year. As such, the current figure may differ from the corresponding figure based on the mid-2023 estimates.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible individuals, broken down by category, reflect the picture on 31 March 2024 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2023 to 31 March 2024.

(a) MAPPA-eligible individuals – there are individuals defined in law as eligible for MAPPA management because they have committed specified sexual, violent or terrorist offences or they currently pose a risk of serious harm. The majority are managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible individuals 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 individuals 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 – individuals convicted of violent offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order and a small number of individuals convicted of sexual offences who are not subject to notification requirements. These individuals are assessed and managed by the Probation Service, Youth Offending Team or Mental Health Services.

(d) Other Dangerous Offenders – individuals who do not qualify under the other MAPPA-eligible categories, but have committed an offence that indicates that they

pose a risk of serious harm which requires management via MAPPA meetings. These individuals are assessed and managed by whichever agency has the primary responsibility for them.

(e) Terrorism and Terrorism Risk Offenders – individuals subject to terrorism offender notification requirements; individuals convicted of terrorism or terrorism related offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order; and those who have committed an offence and may be at risk of involvement in terrorism-related activity. These individuals are assessed and managed by Counter-Terrorism Police and the National Security Division of the Probation Service.

(f) Breach of Licence – individuals released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If the individual does not comply with these conditions, the Probation Service will take breach action and the individual may be recalled to prison.

(g) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction). Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders are intended to protect the public from individuals 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 individual 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 individual. 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 individual has acted in a way since their conviction that makes 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.

(h) 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. Individuals have a right of appeal against notification.

(i) 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 recorded on VISOR as a Potentially Dangerous Person (PDP).

(j) Lifetime notification requirements revoked on application – Qualifying individuals 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 subject to notification requirements 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.

MAPPA – A local Case Study

AA was under 18 when they were referred to MAPP Level 2, by their Youth justice Worker, as a category 2 case (“Violent Offender”), after they received a 2-year custodial sentence for a serious assault on a peer.

They were not known to the Youth Justice Team before they were charged with the index (current) offence.

AA was released from custody on a Home Detention Curfew (HDC) and was subject to intensive support and intervention from Youth Justice Services, including directly with the Psychologist seconded to the Youth Justice Team. Despite this, AA breached their curfew and was subsequently recalled to custody for approximately one month, until the HDC period ended.

Following their re-release from custody, AA worked with the Youth Justice Team on a 12-month Licence. The Youth Justice Officer, along with their management team, were sufficiently concerned about the risk that AA posed to the public that they decided to refer the case to MAPPA as a category 2 nominal.

Following a screening by a MAPPA panel (which consisted of representatives from Police, Probation, Mental Health Services, Children’s Services and the Housing from the local authority) AA was put forward to a MAPP Level 2 discussion, whilst they were subject to supervision by the Youth Justice Team.

Before accepting a referral for a child at MAPPA, consideration is given to the impact this will have on the individual, as being a MAPPA nominal can leave a child with a label that can be difficult to move-on from.

The initial MAPP Level 2 panel was attended by Youth Justice colleagues including the case worker, their line manager, the seconded police officer and the seconded psychologist. It was also attended by MAPPA core panel members from the local Mental Health Services, The Probation Service, Police and Housing.

In this case, despite the multi-agency work already being undertaken by Youth Justice, it was felt that with the level of risk posed and the proximity to AAs 18th birthday, MAPPA oversight would be beneficial.

As AA was approaching their 18th birthday, a significant period of time, in the discussions, was spent ensuring that their transition to adult services was as smooth as possible and that AA was afforded the best opportunity to successfully complete their period of supervision by statutory services including Youth Justice and Probation.

The work with MAPPA helped agencies, including Youth Justice and the police, develop external controls that reduced the risk of AA reoffending.

AA completed their 12-month community supervision with the Probation Service after transferring from Youth Justice. There were no further offences and AA was stepped down to MAPPA Level 1 oversight before being de-registered when their supervision period ended. As part of the transition, when statutory interventions were completed, AA continued to work with Mental Health Services to address their ongoing difficulties.

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