

CAMBRIDGESHIRE AND PETERBOROUGH



Annual Report 2019-2020

Introduction

We are pleased to introduce the Cambridgeshire and Peterborough Multi Agency Public Protection Arrangements (MAPPA) Annual Report 2019 - 2020. Due to the impact of the global pandemic this annual report is published significantly later than usual.

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 2019–20 our priorities and working practices were consistent with those from other years. By the end of the year (31 March 2020) we had to find different ways to continue to work in collaboration with criminal justice and other partnership agencies to protect vulnerable individuals, groups and communities. This included dramatically reducing the face to face contacts with partner agencies and a new reliance on technology, to ensure the sharing of information continued at the levels required to manage the risk of harm from MAPPA nominals. Whilst it is impossible to eliminate risks entirely, our agencies are committed to doing all that we reasonably 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 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 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 2020				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	844	247	-	1091
Level 2	23	11	8	42
Level 3	3	3	1	7
Total	870	261	9	1140

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	844	247	-	1091
Level 3	23	11	8	42
Total	3	3	1	7

RSOs cautioned or convicted for breach of notification requirements	54
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RSOs who have had their life time notification revoked on application	3
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	88
SHPO with foreign travel restriction	0
NOs	2

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	2
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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	2	5	4	11
Level 3	3	0	0	3
Total	5	5	4	14
Breach of SOPO				
Level 2	2	-	-	2
Level 3	0	-	-	0
Total	2	-	-	2

Total number of Registered Sexual Offenders per 100,000 population	117
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This figure has been calculated using the Mid-2019 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 2020 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2019 to 31 March 2020.

(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 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 National 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.

The Work of the Level 3 Multi-Agency Public Protection Panel

I chair the Level 3 multi agency public protection panel (MAPPP) in Cambridgeshire and Peterborough, which discusses those cases that meet the criteria for Level 2 but where it is determined that the management issues require senior representation from the Responsible Authority and Duty-to-Co-operate agencies. This may be when there is a need 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. All the individuals who are managed under this process have committed very serious offences and are usually assessed as a significant future risk. 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 implement plans to protect the public and reduce the risks of further serious offending.

When cases are referred to the panel, the offender manager responsible for managing the individual service user 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 make the best risk management decisions based on 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. We often find solutions by all agencies working together very closely. There are significant challenges, however, and there is ongoing work with partners to further enhance multi-agency risk management processes.

Matthew Ryder

Head of Service for Cambridgeshire and Peterborough, National Probation Service

Chair of Cambridgeshire and Peterborough Level 3 MAPPP

Level 1 MAPPA Meetings

Following an inspection from HMI Probation in 2019, it was agreed for a new process to be introduced that would ensure all NPS Level 1 cases receive a formal multi-agency review on a regular basis. This provided additional oversight of these cases and addressed concern that some MAPPA Level 1 cases may not have received the multi-agency management that the MAPPA status requires.

In order to assist with the delivery of this additional task, an administrator from another team within NPS was co-opted in to MAPPA team on a temporary basis. Below are the thoughts from the administrator on introducing this new process:

I was recruited to the role of admin for the MAPPA Level 1 cases managed within the National Probation Service, in January 2019 and we delivered our first review meetings in February 2019.

My role required me to maintain a spreadsheet of cases to be discussed; arrange meetings, including sending invites to those within NPS, MAPPA and partner agencies; and update systems with the information discussed in eh meetings.

For the first 6 weeks we held weekly meetings at each of the local NPS offices and discussed cases face to face. However, the Covid 19 pandemic meant that in March 2020 we started holding meetings remotely. We initially used tele-conference facilities, then SKYPE before we finally settled on using Microsoft Teams. This allowed us to continue holding regular multi-agency meetings and effectively interact with each other (It should be noted that we did not cancel any meetings due to the pandemic).

I have enjoyed my work with the MAPPA team and feel that the work I do has helped to make a difference.

Selena – MAPPA Level 1 Admin

MAPPA Level 2 Case Study

AA was under 18 when he was referred to MAPP Level 2, by his Youth Offending Worker, as a category 2 case, after he received a 2-year custodial sentence for a serious assault on a peer.

AA was not known to the Youth Offending Service (YOS) before he was charged with his current offence.

AA was released from custody on a Home Detention Curfew (HDC) and was subject to intensive intervention from YOS, including direct with the YOS Psychologist. Despite this, AA breached his curfew and was recalled to custody for approximately one month, until HDC period ended.

Following his re-release from custody, AA worked with the YOS on a 12-month Licence and was adopted as a MAPP Level 2 whilst on licence.

The MAPP Level 2 panel included (amongst others) representation from the local Mental Health Services and from NPS. Both services liaised with the YOS and transitioned AB to adult services.

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 is difficult to move-on from.

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

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

AA completed his 12-month licence with NPS after transferring from YOS. There was no further offences and AA was deregistered from MAPPA, he continued to work with Mental Health Services to address his ongoing difficulties.

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National
Probation
Service



Cambridgeshire
Constabulary