

Cambridgeshire and Peterborough



Annual Report 2010-11



Intro

We are happy to endorse the Cambridgeshire and Peterborough MAPPA Annual Report 2010-2011. It marks another year of hard work and determination by staff across our agencies and many others to manage the risk presented by the most dangerous offenders living in our community.

All public services have been examining how they work to ensure they remain efficient and effective in the face of the current reductions being made to their resourcing. This is just the first year in a number where this difficult and challenging task will be at the top of the agenda for all agencies.

Good public protection relies on the provision of consistent, robust and sustained services by the agencies involved. This can be more difficult during periods of change, but you have our assurance that we will continue to make the protection of the public a priority and will continue to ensure our staff will deliver the services needed.

Only a very small number of people come under MAPPA, but the impact of their offences on their victims can be profound, long lasting and reach into all aspects of their lives. As we go into 2011 to 2012 we remain determined that the voice of the victim and the needs of those at risk will be heard by our staff and that MAPPA will continue to be seen as a critically important part of our work.

Cambridgeshire and Peterborough MAPPA is successful, but its continued success depends on the vigilance of our staff and their preparedness to learn and develop what they do in the light of experience. We will continue to provide the leadership required to ensure that this happens and that we can all be safer from crime and the fear of crime.



Simon Parr
Chief Constable
Cambridgeshire Constabulary



John Budd
Chief Executive Officer
Cambridgeshire & Peterborough
Probation Trust



Adrian Smith
Regional Manager
Custodial Services
The Prison Service

What is MAPPA?

MAPPA background

- (a) 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.
- (b) 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.
- (c) A number of other agencies are under a Duty To Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Trusts, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.
- (d) 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 duty to co-operate agencies.
- (e) Lay Advisers are members of the public with no links to the business of managing MAPPA offenders and 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 by the agencies in order to inform the risk assessments and risk management plans of those managing or supervising them.
- In the majority of cases that is as far as MAPPA extends but in some cases, it is determined that active multi-agency management is required. 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** – (in the main) violent offenders sentenced to imprisonment for 12 months or more; 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 management levels intended to ensure that resources are focussed upon the cases where they are most needed; generally those involving the higher risks of serious harm. **Level 1** involves ordinary agency management (i.e. no MAPPA meetings or resources); **Level 2** is where the active involvement of more than one agency is required to manage the offender but the risk management plans do not require the attendance and commitment of resources at a senior level. Where senior oversight is required the case would be managed at **Level 3**.

MAPPA is supported by ViSOR. This is a national IT system for the management of people who pose a serious risk of harm to the public. The police have been using ViSOR since 2005 but, since June 2008, ViSOR has been fully operational allowing, for the first time, key staff from the Police, Probation and Prison Services to work on the same IT system, thus improving the quality and timeliness of risk assessments and of interventions to prevent offending. The combined use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when these high risk offenders move, enhancing public protection measures. All MAPPA reports from England and Wales are published online at: www.justice.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2011				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	512	154	-	666
Level 2	31	22	5	58
Level 3	2	0	0	2
Total	545	176	5	726

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	65	42	15	122
Level 3	2	1	4	7
Total	67	43	19	129

RSOs cautioned or convicted for breach of notification requirements	2
--	---

Restrictive orders for Category 1 offenders	
SOPOs, NOs & FTOs imposed by the courts	
SOPOs	44
NOs	4
FTOs	0

Level 2 and 3 offenders returned to custody for breach of licence or sent to custody for breach of SOPO				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	3	8	1	12
Level 3	0	0	0	0
Total	3	8	1	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	78
---	----

This figure has been calculated using the 2010 Mid-Year Population Estimate published by the Office for National Statistics on 30 June 2011, 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 2011 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2010 to 31 March 2011.

(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 (94% this year) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

(b) Registered Sexual Offenders (RSOs) – those who are required to notify the police of their name, address and other personal details and to notify any changes subsequently (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence which 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 and offenders disqualified from working with children.

(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 MAPP meetings.

(e) Breach of licence – offenders released into the community following a period of imprisonment of 12 months or more 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 Offences Prevention Order (SOPO) – a court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender’s behaviour in the community. The full order lasts for a minimum of five years, and can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender loitering near schools or playgrounds. If the offender fails to comply with (i.e. breaches) the requirements of the order, he can be taken back to court and may be liable to up to five years’ imprisonment.

(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) Foreign Travel Orders – these prevent offenders with convictions for sexual offences against children from travelling abroad where this is necessary to protect children from the risk of sexual harm.

Local page

As in previous years, most of our successes have by necessity to go unnoticed. What MAPPA does is by its very nature confidential. "Major serious offence doesn't happen" is not a likely headline.

One success we can celebrate is the programme of training that we have run over the past year. MAPPA is managed at a high level in the agencies involved, but its lifeblood is the contribution of front line practitioners. They identify possible offenders, provide the information we need, participate in the risk assessment and carry out the actions required. We need them to know about us, to refer people in, to feel confident and equipped to participate and to prioritise the work that comes out of the meetings.

To support this we have run a series of Foundation Training events for professionals across the public, private and voluntary sector. Each session was attended by over 100 people and the feedback has been very positive and encouraging. In the light of this we will be continuing with a programme of events over the year ahead.

The government have introduced a series of measures for MAPPA processes and we have been monitoring them over the past year. Cambridgeshire and Peterborough agencies have not been meeting all of these as consistently as MAPPA would want. We have been in the central grouping of areas, but intend to be at or near the top. As a result there has been a sharpening up of processes and whilst it is outside the timescale for this Report the first three months of 2011-2012 showed the progress we need to achieve for this. Nothing affecting an individual case went wrong because of this performance, but we are now in an even stronger and more robust position than before. This is of particular importance at a time when everybody is having to tighten their belts and look at what really needs to be done and what can be left undone. What MAPPA does always needs to be done.

Another big gain from having these KPIs is that we can look at the level of engagement that different agencies have with MAPPA and compare it with other areas. If we differ from the average it does not make us right or wrong, there are too many other factors which will influence what needs to happen here in this area. What it has done is to make us look at why there are differences.

I would like to thank Caroline Bolton-Smith for her major contribution over the past seven years as one of our Lay Advisors. She has provided the level of challenge and questioning that MAPPA needs to ensure it continues to improve and operate with a focus on quality. She will be much missed and we wish her well in the future.

The senior managers who lead MAPPA have control over significant resources and exercise considerable power. The Lay Advisor is a voluntary role unconnected to any specific agency or interest that acts as their critical friend. They provide independent oversight and keep present the perspective of the wider community.

If you think you would be interested and able to carry out this vital voluntary role please contact me on 0345 456 456 4 for a discussion.

With one exception, there has been no great change in the numbers of people covered by MAPPA. The exception is the number of registered sex offenders, which goes up year on year. This happens because offenders register for long periods of time, frequently the rest of their life. We therefore know that each year more people will become registered on conviction than will have their requirement end. This will probably be true, on a reducing level of increase, for decades rather than just years. It does not mean there are more sex offenders; it means we are monitoring a higher proportion of them.

MAPPA will have to justify its existence and the resources used to run it as much as any other part of the public sector. We are in a strong position to show we are effective and efficient. We will be challenged and there will be changes, but the most robust and effective way to manage dangerous offenders in society must and will remain in place.

Andrew Jarvis

MAPPA Coordinator

Cambridgeshire and Peterborough

All MAPPA reports from England and Wales are published online at:
www.justice.gov.uk



Creating a safer
Cambridgeshire