

Cambridgeshire MAPPA



Annual Report 2014-2015



Introduction

We are pleased to endorse the Cambridgeshire Multi Agency Public Protection Arrangements (MAPPA) Annual Report 2014-2015. This Annual Report reviews how we have met our statutory duties and the work we have undertaken to protect the public and manage the risk presented by dangerous offenders in our community.

Protecting the public from serious harm remains our highest priority. This year has continued to be a challenging 12 months for all agencies working in MAPPA, ensuring that we do all we reasonably can to meet the needs of victims and protect the public during a period of continuing pressure on agency budgets.

In 2014-15 we have continued to work effectively by working together in a joined up approach with criminal justice and other partnership agencies to protect vulnerable individuals, groups and communities.

Despite the increase in the number of offenders managed under MAPPA, the majority of offenders continue to be managed at level 1 and the critical few being managed at the higher levels, meaning the resources continue to be focused where the risk is.

In our view, Cambridgeshire MAPPA has evidenced many successes over the last 12 months. Its continuing success relies upon our staff's willingness to learn critical lessons from their practice and to strive for continuous improvement.

The findings of this report demonstrate the strong working partnerships that exist locally. We hope that you find the report has captured the differences we have made, and the impact those differences have had on individuals and communities.



Matthew Ryder
Head of Cambridgeshire LDU
National Probation Service



Alec Wood
Chief Constable
Cambridgeshire Constabulary



Adrian Smith
Deputy Director Custody
Public Sector Prisons

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's 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 focused 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.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2015				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	770	100	-	870
Level 2	36	22	7	65
Level 3	2	2	0	4
Total	808	124	7	939

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	77	57	14	148
Level 3	5	3	0	8
Total	82	60	14	156

RSOs cautioned or convicted for breach of notification requirements	18
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Restrictive orders for Category 1 offenders	
SOPOs, NOs & FTOs imposed by the courts	
SOPOs	69
NOs	1
FTOs	0

MAPPA Statistics

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	7	3	0	10
Level 3	1	0	0	1
Total	8	3	0	11
Breach of SOPO				
Level 2	1	-	-	1
Level 3	2	-	-	2
Total	3	-	-	3

Total number of Registered Sexual Offenders per 100,000 population	111
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This figure has been calculated using the Mid-2014 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 on 25 June 2015, 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 2015 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2014 to 31 March 2015.

(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 (93% 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 .

(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 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

Cambridgeshire MAPPA had another encouraging year in 2014-15, assisting to protect the public from the most dangerous and violent offenders who have the potential to cause serious harm.

We have worked closely with the Offender Personality Disorder Pathway (OPD) project. This project has provided key information being shared about mental health related MAPPA cases. The input from OPD ensures MAPPA makes informed decisions with regards to risk whilst also assisting with understanding the right decision makers attend the meetings. The OPD pathway has provided support to staff working with the most complex cases, enabling staff to develop robust risk management plans and engagement strategies to work more effectively with the offender.

Cambridgeshire has also been successful in the use of polygraph testing with serious sex offenders. The tool has lead to some clinically significant disclosures in supervision. The use of such tests has assisted Offender Managers in understanding specific behaviours and exploring the offender's compliance with the supervision or licence conditions. This facilitates with making defensible decisions in managing the risk of the offender and protecting the public from risk of serious harm.

The Victim Liaison Officer Team has continued with their commitment to keep victims of crime informed and allowing their voices to be heard. We remain determined to understand and take into account the impact of crime and see this as a critically important part of our work in protecting the public.

This year has also had the ongoing challenge of providing a high quality service to the public following the separation of the Probation Service. The National Probation Service (NPS) has the lead role in supporting MAPPA and managing high risk offenders. However it is critical that MAPPA continues to work effectively with the Community Rehabilitation Company (CRC) to ensure that public protection is paramount.

Case Study A

As an Offender Manager (OM) I was having difficulty understanding some of the behaviours displayed by Offender A in supervision. Offender A as part of his condition of licence was instructed to attend a programme to address his sexual offending. Due to his presentation in supervision MAPPA were concerned that he would not be suitable to attend the programme and as a consequence would not gain specific intervention to address his risk. The OPD psychologist was able to work through the difficulties with the offender. Through working in collaboration with the psychologist and the programme tutors, we gained greater understanding of the function of some of the behaviours. The work undertaken promoted his engagement in supervision and enabled him to take part in the programme. Offender A is now able to receive offence focussed intervention. Staff are now more aware of how to access support for offenders with personality related difficulties.

Case Study B

I met with the victim after the offender was sentenced to life for a very violent offence following a history of domestic violence. The impact was severe as she believed his intention to be rape and murder. He also threatened her young son. Now an adult and recommended by MAPPA, there is now direct contact to allow him to express his own views.

Although recovered from physical injuries, the victim's mental health deteriorated as a direct result of her belief that on release the perpetrator would return to finish what he intended. I worked closely with her Mental Health support doing joint visits which enabled the support worker to confirm information about her health, through me, to MAPPA. Following MAPPA discussions, I made a referral to an Independent Domestic Violence Advocate who was able to offer safety planning and fit a safe room in the victim's home. With her agreement, I liaised with members of her community so they understood the parole process allowing them to better able support her and further background information was provided through MAPPA by the police.

After 10 years, liaison continues as the victim starts to make small steps towards recovery reassured by MAPPA's actions on her behalf.

Lay Advisor's Report

I am now in my fourth year as a Lay Advisor to Cambridgeshire and Peterborough MAPPA and continue to find the role both challenging and rewarding.

In the last year I have attended my third National Lay Advisor's Conference which is always useful for hearing about the national perspective and direction for MAPPA as well as meeting with other Lay Advisors from around the country. I have also attended a training day with officers from the responsible authorities looking at the 'Four Pillars of Risk Management' that is due to be implemented in Cambridgeshire in the next year. It was useful to understand this new approach to risk management and will, I am sure, mean that I am able to understand more effectively the processes at the Level 2 and 3 MAPPA meetings.

Case Study C

Mr A is serving a life sentence for committing a sexually motivated murder. He was released after many decades in prison, when he could be safely managed in the community.

MAPPA monitored him very closely. Those who came into contact with him were either able to protect themselves or were never alone with him.

At the same time MAPPA worked hard with Mr A to create the life he wanted. He now has a stable relationship, good accommodation, purposeful activity and membership of the religious community of his choice. Key people in his life know his risk and what he has to do to stay safe.

Some years have now passed since his release. Mr A has done everything that was asked of him. He has a lot to lose and the ability to avoid future offences. He wants to avoid offending. Whilst he remains monitored, his motivation to lead a law abiding life offers the best protection the community can have.

I have continued to attend the MAPPA Responsible Authorities Group and Strategic Management Board. When work commitments allow I have attended MAPPA level 2 and 3 meetings as an observer and provided feedback on how the process has run. This is useful for me to understand the processes of risk management that the professionals go through with each case.



I am working closely with the Responsible Authorities Group to assist in the recruiting of a further Lay Advisor which will bring a greater resilience and more diverse experience to the role. Whilst this has been a challenge we will continue, during the coming year, to seek a further Lay Advisor to support the MAPPA process.

I continue to feel welcomed into this role and able to ask questions and make comment. The confidence that I have in the system and the respect for my role allows me to fulfil that 'critical friend' role on behalf of the public. It has been very clear to me over the past year that all of the statutory agencies involved in managing MAPPA clients have continued to strive to deliver an excellent service despite the challenges and changes that all in the public sector are facing and they should be commended for their professionalism and commitment.

Christine Graham
MAPPA SMB Lay Advisor

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www.gov.uk



Creating a safer
Cambridgeshire