



Ministry of  
**JUSTICE**

National Offender  
Management Service

# 2009/10 Annual Report

Cambridgeshire  
Multi-Agency Public  
Protection Arrangements  
(MAPPA)



Cambridgeshire  
& Peterborough  
Probation Trust





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# Introduction



**Simon Parr**, Chief Constable,  
Cambridgeshire Constabulary



**John Budd**, CEO,  
Cambridgeshire and  
Peterborough Probation Trust



**Adrian Smith**, Regional  
Manager, Custodial Services,  
the Prison Service

This report has three purposes: to tell you how MAPPAs works in Cambridgeshire and Peterborough, to provide an overview of the main issues from the past year, and to confirm our commitment to ensuring we have the best available arrangements in place to protect you and all communities in our area.

When protecting the public MAPPAs has to balance different demands. Rehabilitation is the best way to reduce the number of future victims, and the most effective risk management comes from aligning the motivation of the offender with the needs of society. For some crimes no punishment can ever be sufficient to mark the depth of harm done or the depravity of the behaviour. The former requires us to understand and engage with the world as experienced by the offender. The latter requires us to place the needs and emotions of the innocent victims above those of the perpetrator. MAPPAs is constantly balancing the needs of real, present victims against future, possible ones.

The full impact of the Public Spending Review decisions is yet to be realised. We do know that all the agencies involved with MAPPAs will need to make significant cuts. As far as possible, we will all seek to change how we do things rather than reduce the services we deliver. However, there is a reality that makes it inevitable that hard choices will need to be made, and made at a time of rising need. We will engage with our partner agencies to ensure that when these choices are made the protection of the public, and MAPPAs as its most effective tool, is considered and given priority.

2010 to 2011 is set to be another challenging and difficult year. You have our absolute assurance that in MAPPAs we have the potential to effectively protect the public from dangerous offenders, and that we will do everything in our power to realise that potential.

# Key Achievements

MAPPA is approaching its tenth anniversary. Starting as a local initiative between Probation and the Police, the success it achieved has led to its rapid growth. It has moved from being a good idea driven by the enthusiasm of local professionals into a statutory requirement.

Since the establishment of the legal requirement on areas to have MAPPA in place, increasingly complex and detailed Guidance has been issued to achieve greater consistency and reliability. This has in turn increased the importance of MAPPA being able to audit how it works and demonstrate compliance with the guidance.

We now have a set of Key Performance Indicators (KPIs) against which we have to report not only to the local Strategic Management Board (SMB) but to the Ministry of Justice. Now we will be able to draw comparisons and make judgements about the effectiveness of how we work locally.

Alongside these quantitative measures, Cambridgeshire and Peterborough MAPPA now hold two internal audits as part of standard practice. These audits provide reassurance on the quality of work undertaken and identify actions for further improvements. We will also be hosting the Probation and Police Inspectorates as they develop their understanding of how to measure the effectiveness of MAPPA.

Over the past year Cambridgeshire and Peterborough MAPPA has consistently struggled to work out how to identify and communicate its success. The confidence of the

public is a major priority, but how can we build confidence? We cannot remove all risk, not even from the offenders we manage. But we can make an enormous difference, and need to ensure that we maximise our impact. Seatbelts don't reduce road casualties to nil, but they do make a huge difference and no one seriously questions their importance or contribution. MAPPA is the seat belt for Public Protection.

One MAPPA offender has committed a serious offence and there has been a full and independent internal enquiry. It found that this man was rightly assessed as very dangerous. Because of this, MAPPA continued to manage him when he was no longer a statutory offender. When he behaved again in a high risk way the Police were able to obtain a Sex Offender Prevention Order. He was monitored and managed effectively for a number of years. His risk was such that serious offences were more likely than



not, but MAPPA held this risk at bay for a number of years and ensured an appropriate response was available when he offended. There were as ever lessons to learn, but the basic message was that MAPPA had acted properly in going the extra mile to manage a very high risk offender.

I would also like to express my appreciation of Caroline Bolton-Smith,

who has been one of our Lay Advisors for two terms of office and has now stepped down. Caroline brought her own knowledge and experience to MAPPA, asking those much needed awkward questions and providing an independent perspective on what we did. We owe her many thanks and she will be missed.



### Case Study A

Mr A has in the past sexually abused children. After two years at the Probation Hostel, Housing Options helped him find appropriate accommodation. Years in Prison had left him institutionalised.

Agencies worked to help him set up successfully whilst using a specialist risk assessment to identify when risk might become acute. His contacts have been monitored and Probation have used their powers to stop those they see as harmful.

Members of the public would be given information about him, as necessary, to protection children. We will remain vigilant and respond robustly to any immediate risk.

# What is MAPPA?

- MAPPA are a set of arrangements to manage the risk posed by certain sexual and violent offenders. They bring together the Police, Probation and Prison Services in Cambridgeshire and Peterborough into what is known as the MAPPA Responsible Authority.
- A number of other agencies are under a duty to co-operate with the Responsible Authority. These include: Children's Services, Adult Social Services, Health Trusts and Authorities, Youth Offending Teams, local housing authorities and certain registered social landlords, Jobcentre Plus, and electronic monitoring providers.
- The purposes of MAPPA are:
  - to ensure more comprehensive risk assessments are completed, taking advantage of co-ordinated information sharing across the agencies; and
  - to direct the available resources to best protect the public from serious harm.

## How do the MAPPA work?

- Offenders eligible for MAPPA are identified and information is gathered/ shared about them across relevant agencies. The nature and level of the risk of harm they pose is assessed and a risk management plan is implemented to protect the public.
- In most cases, the offender will be managed under the ordinary



arrangements applied by the agency or agencies with supervisory responsibility. A number of offenders, though, require active multi-agency management and their risk management plans will be formulated and monitored via MAPP meetings attended by various agencies.

## Who are the MAPPA offenders?

There are 3 categories of offender eligible for MAPPA:

**Category 1 (Registered sexual offenders)** - sexual offenders who are required to notify the police of their name, address and other personal details and notify any subsequent changes;

**Category 2 (Violent offenders)** – offenders sentenced to imprisonment/ detention for 12 months or more, or detained under hospital orders. This category also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children; and

**Category 3 (Other Dangerous Offenders)** – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm, there is a link between the offending and the risk posed, and they require active multi-agency management.

# What is MAPPA? *Continued*

## How are they managed?

There are 3 levels of management which are based upon the level of multi-agency co-operation required to implement the risk management plan effectively. Offenders will be moved up and down levels as appropriate:

### Level 1 - Ordinary Management

These offenders are subject to the usual management arrangements applied by whichever agency is supervising them. But this does not rule out information sharing between agencies, via ViSOR and other routes.

### Level 2 - Active Multi-agency Management

The risk management plans for these offenders require the active involvement of several agencies via regular multi-agency public protection (MAPP) meetings.

### Level 3 - Active Multi-agency Management

As with level 2 but these cases additionally require the involvement of senior officers to authorise the use of special resources, such as police surveillance or specialised accommodation, and/or to provide ongoing senior management oversight.

## What is the role of the Strategic Management Board (SMB)

- Senior representatives of each of the agencies involved in MAPPA form a SMB which meets at least quarterly to monitor the arrangements and direct any necessary improvements.



## The Role of Lay Advisers

- The responsible authority is required to appoint 2 lay advisers to sit on the SMB. The lay advisers 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 or have strong links.

## ViSOR

ViSOR is an IT system for the management of people who pose a serious risk of harm to the public. Since implementation of ViSOR the three MAPPA Responsible Authority agencies - Police, Prison and Probation - are able to work on the same IT system which enables the sharing of risk assessments and risk management information on individual violent and sex offenders in a timely way to reduce re-offending.





## Case Study B

Mr B was a vulnerable man, unable to cope with pressure, who set fires when things became too much. Unable to cope without the support of others, his stay at the Probation Hostel prepared him for independence by encouraging him to do things for himself whilst developing a network of support from the voluntary sector.

After he had built up his confidence, he moved into suitable accommodation with the community ties he needed for long term stability. We hope he will live his life in a way that is successful for him and safe for others.

## Case Study C

Mr C has a major history of violence. Victims included his partner and children. Children Services were given accurate information about him. His partner was aware of who to turn to if she needed help.

He had a long history of drug misuse and immediate abstinence was unrealistic. Working with a drug agency, he was set targets to reduce the seriousness of his drug use and given support. He made significant progress but relapsed and was recalled to Prison.

Relapse is part of the slow path to recovery and he needs the same plan again to achieve long-term success.

# How the MAPPA works locally

The MAPPA Team	Responsible Authority	Young Offenders
<ul style="list-style-type: none"> <li>&gt; MAPPA Coordinator</li> <li>&gt; MAPPA Administrators</li> </ul>	<ul style="list-style-type: none"> <li>&gt; Cambridgeshire Constabulary</li> <li>&gt; Cambridgeshire and Peterborough Probation Trust</li> <li>&gt; HM Prison Service</li> </ul>	<ul style="list-style-type: none"> <li>&gt; Cambridgeshire Youth Offending Service</li> <li>&gt; Peterborough Youth Offending Service</li> </ul>
Rehabilitation	Victim Perspective	Changing the Offender
<p><b>Accommodation</b></p> <ul style="list-style-type: none"> <li>&gt; Peterborough City Council Housing Department</li> <li>&gt; Cambridge City Council Housing Department</li> <li>&gt; East Cambridgeshire District Council Housing Department</li> <li>&gt; South Cambridgeshire District Council Housing Department</li> <li>&gt; Fenland District Council Housing Department</li> <li>&gt; Huntingdon District Council Housing Department</li> <li>&gt; Hereward Housing Association Ltd</li> <li>&gt; Luminus Group</li> <li>&gt; Muir Housing</li> <li>&gt; Nene Housing Society</li> <li>&gt; Axiom Housing Society</li> <li>&gt; Warden Housing Association</li> <li>&gt; Cross Keys Association</li> <li>&gt; Granta Housing Association</li> </ul> <p><b>Employment</b></p> <ul style="list-style-type: none"> <li>&gt; Job Centre Plus</li> </ul>	<ul style="list-style-type: none"> <li>&gt; Peterborough and Cambridgeshire Children Social Care</li> <li>&gt; Domestic Violence Advocates</li> <li>&gt; Police Domestic Violence Unit</li> <li>&gt; Probation Victim Liaison Officers</li> <li>&gt; Protection of Vulnerable Adults Services</li> <li>&gt; Victim Support</li> </ul>	<ul style="list-style-type: none"> <li>&gt; Bridgegate (Drug Service)</li> <li>&gt; Drinksense</li> <li>&gt; Adaction</li> <li>&gt; Sex Offender Treatment Programme</li> <li>&gt; Integrated Domestic Abuse Programme</li> <li>&gt; Drug Interventions Projects</li> </ul>
	Criminal Justice System	Health
	<p><b>Private Providers</b></p> <ul style="list-style-type: none"> <li>&gt; Serco (Electronic Monitoring)</li> <li>&gt; HMP Peterborough</li> </ul> <p><b>Specialist Provision</b></p> <ul style="list-style-type: none"> <li>&gt; Approved Premises (Probation Hostel)</li> </ul>	<ul style="list-style-type: none"> <li>&gt; Cambridgeshire and Peterborough Mental Health Partnership</li> <li>&gt; PCT's</li> <li>&gt; Learning Disability Partnership</li> <li>&gt; Hospital Acute Trusts</li> <li>&gt; Kneesworth Hospital</li> </ul>

## How the MAPPA works locally

**Victim Perspective:** Supporting victims and preventing future victimisation is at the heart of what MAPPA does. A wide range of specialist agencies and workers provide the “voice” of the victim at the MAPPA meetings and ensure the discussion and decisions made remain focussed on the primary aim of protecting the public.

**Responsible Authorities:** The Police, Probation Trusts and Prison Service have a legal obligation to ensure that MAPPA is working effectively in their area. In addition to the work they do as their core functions, the three responsible authority agencies provide the resourcing and the day to day management structure for MAPPA.

**Duty to Cooperate:** There is a statutory responsibility laid on a very wide range of agencies to work with MAPPA to ensure that it functions effectively. The overall direction and leadership for MAPPA comes from the Strategic Management Board, which is made up of senior representatives from these agencies and the Responsible Authorities.

**MAPPA Team:** There is a small Team consisting of the MAPPA Coordinator and three MAPPA Administrators. They arrange the meetings, ensure they operate effectively and keep the record of what was said and the actions agreed.

**Changing the Offender:** Risk can be reduced, by giving the offender the motivation and skills he or she needs to avoid future offending. There are a number of programmes designed to respond to the reasons why they offend

and give them an understanding of their offending and its consequences.

**Rehabilitation:** A stable context and something to lose is the most effective long term influence on offenders. By meeting their accommodation, employment and other social needs in a way that is safe and monitored MAPPA can reduce the long term likelihood that someone will commit serious offences in the future.

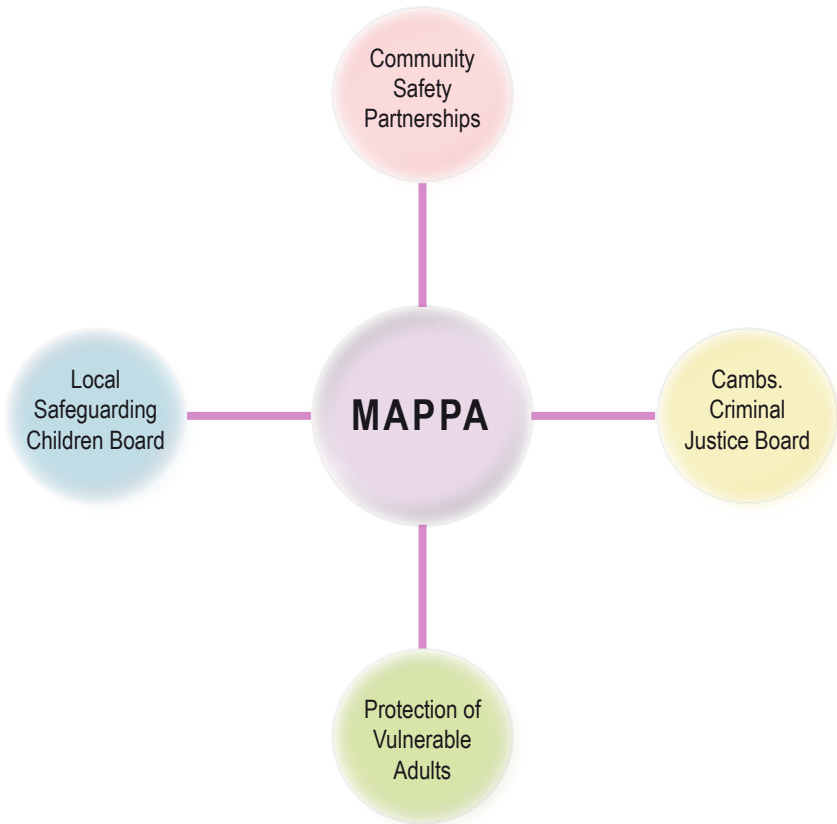
**Criminal Justice System:** The Responsible Authorities are not the only Criminal Justice Agencies that have a role in MAPPA.

**Young Offenders:** Not every dangerous offender is an adult. On the rare occasions that the offender is under eighteen then the relevant Youth Services will become involved with MAPPA. Youth Offending Services are multi disciplinary in their approach and bring with them a wide range of providers able to work with Young Offenders.

### How do we actually work together?

MAPPA is a partnership, which ensures that the most dangerous offenders receive the greatest degree of scrutiny and attention.

Formal meetings are held regularly in each of the Police Divisions. The MAPPA Manager chairs the meetings where members concentrate on offenders living in the local community, or about to be released from prison. These are the “Level Two” meetings. Level Three meetings are held on a County wide basis with senior representation from the agencies involved.



## Working Together to Protect the Public

MAPPA is one of a number of partnerships whose purpose is to coordinate the work of all agencies for the benefit of the whole community and its most vulnerable members. It fosters close professional links and shared processes to make this happen.

Cambs LSCB [[www.cambslscb.org.uk](http://www.cambslscb.org.uk)]

Peterborough LSCB [[www.peterboroughlscb.org.uk](http://www.peterboroughlscb.org.uk)]

Community Safety Partnerships

SaferPeterborough [[www.peterborough.gov.uk/safer\\_peterborough.aspx](http://www.peterborough.gov.uk/safer_peterborough.aspx)]

Cambridge Community Safety Partnership [<http://www.cambridge.gov.uk/ccm/content/community-and-living/community-safety/cambridge-community-safety-partnership.en>]

Local Criminal Justice Board [<http://lcjb.cjsonline.gov.uk/Cambridgeshire/home.html>]

Safeguarding of Vulnerable Adults

Cambridge [[www.cambridgeshire.gov.uk/social/adultprot/](http://www.cambridgeshire.gov.uk/social/adultprot/)]

Peterborough [[www.peterborough.nhs.uk/default.asp?id=121](http://www.peterborough.nhs.uk/default.asp?id=121)]

# The DOM Perspective

by Trevor Williams, Director of Offender Management  
for the East of England

In introducing the MAPPA annual report last year, I stressed my belief that MAPPA lies at the heart of what the National Offender Management Service (NOMS) does, as public protection, reducing re-offending and effective partnership working were all key aims of the agency. We focused on four key areas during 2009/10:

Promoting and giving priority to safeguarding children

Implementing the recommendations from the external investigation into the case of Dano Sonnex

Further developing the victim focus of MAPPA work where necessary

Achieving greater prison involvement in MAPPA work

During 2009/10 I took an active interest in the developments of MAPPA, not least in my role as commissioner of offender management services from two of the responsible authorities: prisons and probation. I very much welcomed the continued commitment of MAPPA Strategic Management Boards (SMBs) to ensure effective information exchange and joint risk management of cases where the risk of serious further offending was high and valued the work of the regional public protection group chaired by Probation.

A member of my commissioning team was tasked with strengthening prison practice in relation to safeguarding children and we have now developed the

role of the public protection leads in every prison in the region and will be providing them with specific safeguarding training.

We have successfully filled the post of regional public protection officer which has allowed us to take a more detailed look at the challenges we face in delivering the actions mandated by the revised MAPPA Guidance and this has informed decisions for the coming year. Additional funds have, as a consequence, been allocated from the regional budget to assist the functioning of MAPPA SMBs across the region. Funding has also been contributed to support a regional approach to Serious Case Reviews.

As a consequence of the Sonnex case, Probation Areas were required to give regular assurances that resources were being effectively targeted at the highest risk cases and these returns are being scrutinised at a regional level.

Following the completion of HMIP's second round of Offender Management Inspections direct work with victims was generally found to be an area of strength in the region. However five of the six Probation Areas were recommended to continue to attend to the perspectives and concerns of victims in work with offenders so this featured prominently in a regional workshop to progress the recommendations and the action plans Trusts have put in place.

I have placed a particular focus on the implementation of ViSOR over the last year to ensure that this valuable

information exchange mechanism is being used properly and to its full potential. Following recent diagnostic work plans are in place to improve the use of ViSOR in both the prison and probation settings during 2010/11.

We have also been focusing at a regional level on the risks and needs of indeterminate sentenced prisoners and promoting initiatives to ensure that their sentences are planned as effectively as possible to permit well managed release under supervision where appropriate. The support of MAPPA in this regard is appreciated.

The new financial year has brought significant changes: we have a new Government and ministerial team in the Ministry of Justice; our six probation areas have become five Trusts; and cost saving is an ever more significant priority. In this climate, local multi-agency

collaboration makes even more sense. I am therefore determined to do what I can to ensure that the relevant agencies are empowered to play a full part in MAPPA and will be looking for models of good practice in this endeavour locally. My focus for the coming year will thus be on:

Developing the capacity to conduct independent and effective serious case reviews to assist all MAPPA partners in learning lessons from those cases in the event of re-offending by offenders posing a risk of serious harm to the public

Continuing to embed ViSOR into routine probation and prison operations

Encouraging development to ensure that, in the highest risk cases, the MAPPA processes facilitate the commitment of the necessary expertise and resources across all agencies.

# Statistics

## MAPPA Statistical Information 2009/10

Number of MAPPA eligible offenders at 31 March 2010

	Level 1	Level 2	Level 3	TOTAL
<b>Category 1:</b> Registered Sexual Offenders	420	32	1	<b>453</b>
<b>Category 2:</b> Violent offenders	148	22	0	<b>170</b>
<b>Category 3:</b> Other Dangerous Offenders	-	4	3	<b>7</b>

### Enforcement for offenders managed via MAPP meetings

Returned to custody for breach of licence

Level 2	28
Level 3	1
Total	<b>29</b>

Sent to custody for breach of Sexual Offences Prevention Order (SOPO)

Level 2	1
Level 3	0
Total	<b>1</b>

## Further data on Registered Sexual Offenders

Registered Sexual Offenders in:

BCU N	155
BCU C	173
BCU S	125

Total number of registered Sexual Offenders in Cambridgeshire per 100,000 head of population 66.32

(This figure has been calculated using the 2009 Mid-Year Population Estimate published by the Office for National Statistics on 24 June 2010, excluding those aged less than ten years of age. It is not directly comparable to figures published in previous years.)

Registered Sexual Offenders cautioned or convicted for breach of notification requirements 5

Sexual Offences Prevention Orders

Applied for	1
Interim Order issued	0
Full Order issued	45

Notification Orders

Applied for	1
Interim Order issued	0
Full Order issued	1

Foreign Travel Orders

Applied for	0
Interim Order issued	0
Full Order issued	0



**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 and/or currently pose a risk of serious harm, although the majority are actually managed under ordinary agency (level 1) arrangements rather than via MAPP meetings.

**Registered Sexual Offenders (RSOs)** – those who are required to notify the police of their name, address and other personal details and notify any changes subsequently. Failure to comply with the notification requirements is a criminal offence which carries a maximum penalty of 5 years' imprisonment.

**Violent Offenders** – this category includes violent offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. It also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.

**Other Offenders** – offenders who do not qualify under the other 2 MAPPA eligible categories but who currently pose a risk of serious harm which requires management via MAPP meetings.

**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.

**BCU** - Basic Command Unit, the three Divisions that make up Cambridgeshire Constabulary.

**Serious further offence (SFO)** – serious sexual or violence offences listed in Probation Circular 22/2008. Other outcome means that the case has been dealt with by 31 March 2009 but that the offender was not convicted of an SFO; eg the offender was acquitted or the case was not proceeded with, or s/he was convicted of a lesser offence. The data may include offenders who remained charged with an SFO at 31 March 2008 and, where so, this is indicated.

**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 5 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 5 years' imprisonment.

**Notification Order** – requires sexual offenders who have been convicted overseas to register with police, in order to protect the public in the UK from the risks that they pose. Police may apply to the court for the order in relation to offenders in or intending to come to the UK.

**Foreign Travel Orders** – prevent offenders with convictions for sexual offences against children from traveling abroad (where it is necessary to do so) to protect children from the risk of sexual harm.





# Contacts

## Cambridgeshire

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Cams

PE15 0PR

01354 602350