

ANNUAL REPORT

2013/14



**CUMBRIA MULTI-AGENCY
PUBLIC PROTECTION
ARRANGEMENTS**

INTRODUCTION

PROTECTING PEOPLE IN CUMBRIA FROM SEXUAL AND VIOLENT OFFENDERS

Welcome to the 2014 annual report on Cumbria's Multi-Agency Public Protection Arrangements (MAPPA).

Now in its thirteenth year, MAPPA continues to provide a framework for managing the risks to the public presented by sexual and violent offenders.

The number of sexual and violent crimes committed represent a small proportion of the total recorded crime in Cumbria, but for the victims and their families they inevitably cause a great deal of fear and concern.

It is with this in mind that protecting the public from offenders who carry out these crimes, and meeting the needs of victims, remain high priorities in Cumbria for the Police, Probation and Prison Services.

Public protection continues to receive high profile coverage nationally and remains a challenging issue for Cumbria MAPPA. We accept that the public expect us to do everything within our powers to reduce the risks presented by sexual and violent offenders, whilst at the same time recognising that we must make the most efficient use of our finite resources.

By embracing joint working within MAPPA we can communicate more effectively, reduce duplication and ensure a strong corporate response. No single agency can tackle these challenges alone and it is vitally important that agencies continue to support and inform the MAPPA process. This way, together, we believe we are able to offer the best protection for the public of Cumbria.

The working arrangements with partners in Cumbria make a vital difference to the success of MAPPA.

This Annual Report reflects the contributions made by all of the agencies involved in MAPPA across Cumbria, and sets out our commitment to you, to continue to develop strong partnerships and explore new ways of working to face the challenges of protecting the public from serious offenders. We hope you will find the report informative and that it helps answer some key questions about community safety and public protection arrangements in Cumbria.

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 CUMBRIA: STATISTICS

MAPPA-ELIGIBLE OFFENDERS ON 31 MARCH 2014				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	382	164	-	546
Level 2	1	2	3	6
Level 3	0	0	0	0
Total	383	166	3	552

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	14	14	16	44
Level 3	1	1	3	5
Total	15	15	19	49

RSOS CAUTIONED OR CONVICTED FOR BREACH OF NOTIFICATION REQUIREMENTS	10
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RESTRICTIVE ORDERS FOR CATEGORY 1 OFFENDERS	
SOPOs, NOs & FTOs imposed by the courts	
SOPOs	43
NOs	0
FTOs	0

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	1	1	4
Level 3	0	0	0	0
Total	2	1	1	4
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

TOTAL NUMBER OF REGISTERED SEXUAL OFFENDERS PER 100,000 POPULATION	86
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This figure has been calculated using the Mid-2013 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 26 June 2014, excluding those aged less than ten years of age.

MAPPA BACKGROUND

EXPLANATORY COMMENTARY ON STATISTICAL TABLES

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2014 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2013 to 31 March 2014.

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 (x% 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 MAPPA 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.

MAPPA ANNUAL REPORT



MAPPA IN CUMBRIA

WHO IS IN CUMBRIA MAPPA?

Within Cumbria, the responsibility for chairing the MAPPA Strategic Management Board (SMB) is shared between the three Responsible Authorities (RA's).

The current MAPPA SMB chair is the Assistant Director of the North West Division of the National Probation Service, responsible for the Cumbria and North West Lancashire cluster.

The following agencies are represented on the Cumbria MAPPA SMB:

- Carlisle City Council Housing
- Copeland Borough Council
- Cumbria Constabulary
- Cumbria County Council Children's Services
- Cumbria Fire & Rescue Service
- Cumbria Health & Care Services
- Cumbria Partnership NHS FT (mental health services)
- Cumbria Youth Offending Service
- Electronic Monitoring Service (EMS)
- Greater Manchester West NHS FT
- Haverigg Prison/National Offender Management Service (NOMS) Northwest
- Jobcentre Plus
- Lay Advisers
- National Probation Service
- NHS Cumbria
- NSPCC

DOMESTIC VIOLENCE DISCLOSURE

Cumbria Constabulary has adopted the national ACPO definition of Domestic Violence (Abuse) which is:

“Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.”

This can encompass but is not limited to the following types of abuse: psychological, physical, sexual, financial, emotional

Controlling behaviour is: a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour.

Coercive behaviour is: an act or a pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish, or frighten their victim.”*

*This definition includes so called 'honour' based violence, female genital mutilation (FGM) and forced marriage, and is clear that victims are not confined to one gender or ethnic group.

CLAIRE'S LAW - RIGHT TO KNOW, RIGHT TO ASK

A new Domestic Violence Disclosure Scheme (DVDS) was launched in March 2014 following the death of a female who was murdered by her ex-boyfriend at her home in 2009. The new law has two parts:

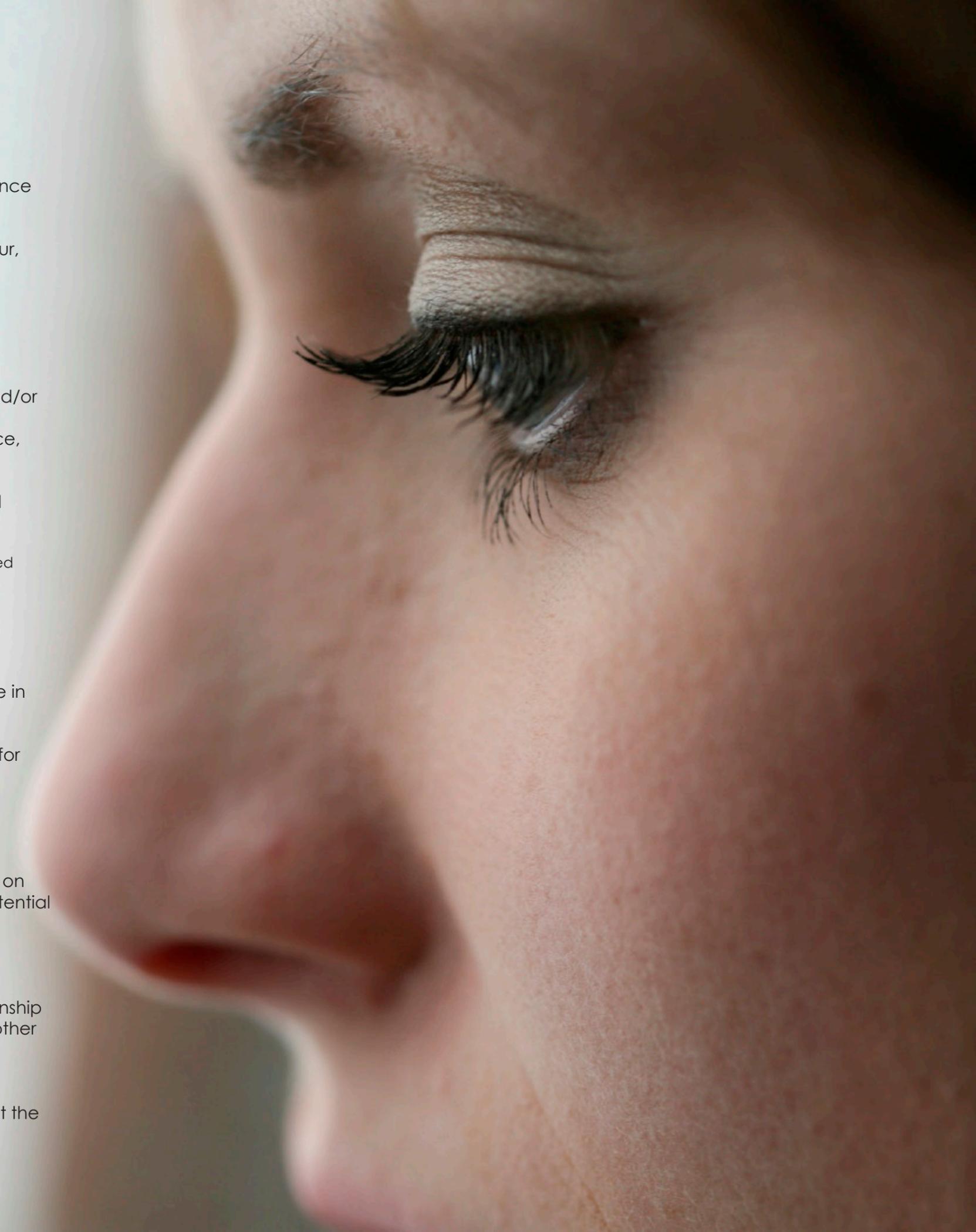
RIGHT-TO-ASK: This will allow people to apply to police Forces in England and Wales for information on a partner's history of domestic violence.

RIGHT-TO-KNOW: The police can proactively disclose information in prescribed circumstances.

The scheme therefore aims to enable potential victims to make an informed choice on whether to continue the relationship, and provides help and support to assist the potential victim when making that informed choice.

WHO CAN ASK FOR A DISCLOSURE TO BE MADE?

- Anyone can make an application about an individual who is in an intimate relationship with another person and where there is a concern that the individual may harm another person.
- Any concerned third party, such as a parent, neighbour or friend can make an application however this person would not necessarily receive the information about the individual concerned. It may be more appropriate for someone else to receive the information such as the victim or another person best placed to protect the victim.



MANAGEMENT OF MAPPA IN CUSTODY

THE ROLE OF THE OFFENDER SUPERVISOR

HMP Haverigg is a Category C prison located on the site of an old RAF training centre in Cumbria. Recently designated as a Resettlement prison for Lancashire and Cumbria it holds prisoners serving a range of sentences up to and including Life Sentence. Offenders are not received directly from the courts but are transferred, following security categorisation, from 'local' prisons or other Category C establishments. Some of these offenders will be managed in custody under Multi Agency Public Protection Arrangements (MAPPA).

Within 24 hours of arriving at Haverigg all prisoners are allocated to an Offender Supervisor whose role it is to co-ordinate the sentence of the court whilst the offender is in custody. Offender Supervisors come from a range of backgrounds including the Probation and Prison Service. They bring with them a wealth of experience, skills and knowledge ensuring that the risks that offenders present are managed at the appropriate level.

It is recognised that key to the effective management of offenders is the development of a positive and effective working relationship with the Offender Supervisor. Offender Supervisors are required to be pro-social role models who are able to demonstrate a genuine interest in the offender, balancing a supportive approach with the requirement for authority. In taking this approach they ensure that the offender understands the expectations of their sentence, including the consequences of failing to comply.

Prison Custody provides an opportunity for a level of assessment, monitoring and engagement with offenders, which is not available to Offender Managers in the community. Offender Supervisors at Haverigg enable offenders to access appropriate interventions such as the 'Challenge to Change' course targeting those offenders assessed as Medium or High Risk of Harm, Restorative Justice, Domestic Violence and engagement with Substance Misuse Services all of which are designed to address risk factors. In line with national guidelines, MAPPA offenders, who are among those assessed as presenting the highest risk of harm are prioritised for interventions ensuring that resources follow risk.

When in prison custody MAPPA offenders are monitored both internally within Interdepartmental Risk Management Meetings (IDRMM) and externally through MAPPA meetings. IDRMM meetings take place monthly at Haverigg with attendance from a range of disciplines including the Security Department, the Mental Health Team, Residential Services, the Police Intelligence Officer and Offender Supervisors. This ensures that information from a range of attending professionals is provided enabling an up to date picture of an offender that can inform decision making and evidence any reduction or increase in risk.

As a MAPPA Responsible Authority prison establishments are required to attend Level 2 and 3 MAPPA meetings whenever possible and on every occasion provide an intelligence report (MAPPA F Report). The Offender Supervisor is tasked with compiling intelligence for the report, sourcing information from a range of departments and information gained from the IDRMM. Throughout the custodial period a range of monitoring measures will be in place that will inform the IDRMM and subsequent MAPPA meetings regarding the risk of harm including correspondence and phone monitoring. Correspondence and telephone monitoring can be an effective tool in measuring compliance with Restraining, Harassment and Child Protection Orders. The Offender Supervisor closely monitors any information relating to breaches in this area ensuring that they are challenged and dealt with through disciplinary procedures.

When making assessments, of particular interest to the Offender Supervisor, is behaviour that parallels offending behaviour. This may include involvement in drug or gang culture, affiliation or interest in racist or extremist organisations that continues in custody, evidenced by observation and reporting of associations, with like-minded people. Similarly the monitoring and reporting of interactions with female staff, particularly those in a position of authority, present opportunities for information gathering where there is a history of harassment or domestic violence or abuse.

The Offender Supervisor role is complex and can be contradictory as they balance the need to engage positively with the offender with the requirement to monitor, challenge and supervise.

At Haverigg protecting the public is our key priority. We recognise the critical role that all of our staff and especially Offender Supervisors have in ensuring that objective is met. The management of offenders subject to MAPPA is one very important part of this.



NATIONAL PROBATION SERVICE & COMMUNITY REHABILITATION COMPANIES

From 1 April 2014 the rehabilitation of offenders across England and Wales is now managed and delivered by 21 regional Community Rehabilitation Companies (CRCs) and the new National Probation Service (NPS). CRCs and the NPS will work collaboratively to drive down re-offending rates across England and Wales but the focus of each and the types of cases they manage will differ.

There will be a Community Rehabilitation Company (CRC) in each of the 21 Contract Package Areas in England and Wales.

CRCs will be formed by the Ministry of Justice (MoJ) as companies limited by shares, which the MoJ will own until contracts are awarded. Prior to the award of contracts and sale of the companies, each CRC will be governed by an executive team comprising a Chief Executive Officer, a Head of Corporate Services and, in most cases, a Head of Operational Services, appointed by the MoJ. The majority of these senior leaders will be drawn from existing Trust management teams.

This team will be responsible for the management of the CRC from creation until contract award and sale. It will ensure that service delivery, financial and operational governance are in place. On contract award and sale, the new directors/ shareholders of the CRCs will determine the appropriate board structures and membership, subject to normal legal requirements.

WHAT THE NEW CRCs WILL DO

CRCs will work with medium and low risk offenders, including short sentenced offenders. They will deliver the sentence of the court for each offender allocated to them with the aim to rehabilitate offenders and reduce reoffending.

CRCs will be able to be innovative in designing and delivering rehabilitation services and will have the opportunity to engage with most offenders before their release so they can provide "through the gate services".

PAYMENT BY RESULTS

CRCs will be paid for managing the cases allocated to them. A proportion of their payment will be at risk and dependent on their performance in reducing re-offending. Where requirements have been placed on CRCs under contract in relation to the delivery of services, these will be monitored through NOMS account management; this will include penalties for services not delivered to time or to quality.

The NPS will have a divisional structure and will sit as a directorate within NOMS. NPS Wales will have a distinct identity within the service.

The NPS in both England and Wales will utilise the existing support functions within NOMS and the MoJ, including HR, Finance, Procurement, ICT, Estates, Communications and Legal Services, and will move to use the MOJ shared service model for delivery of HR Services, Payroll Services, Finance Services, Procurement Services, Customer Contact Services and Learning Services.

Divisional corporate teams will provide support for each division. These teams will be multi-functional, focusing on supporting the divisional team. Where appropriate they will include Business Partners providing specialist expertise to support local needs.

WHAT THE NPS WILL DO

The NPS will directly manage offenders who pose a high risk of serious harm to the public (including those whose risk has escalated to high during the course of their sentence) or those released from custody who have committed the most serious offences and all MAPPA. The NPS will supervise the offenders it manages and will deliver some specialised interventions for them, but in general will purchase interventions from CRCs.

The NPS will also be responsible for advising the courts on sentencing and conducting risk assessments at the outset and determining allocation of cases between the CRC and NPS. It will also respond to potential escalations in risk and where appropriate take enforcement action in cases referred to it by the CRCs.

The CEO of NOMS (Michael Spurr) will oversee the new organisation. The Director of Probation (Colin Allars) and the Director of NOMS for Wales (Sarah Payne) will report to the NOMS CEO. They will be responsible for the delivery of services and will represent the NPS nationally to ministers and in other strategic forums.

There will be a distinct identity for Wales within the national structure to reflect the devolved nature of Wales and very different local landscape in which the service needs to be delivered.

In England, there will be six divisions, each headed by a Deputy Director: London, South East, South West, Midlands, North West, and North East. There will also be a Deputy Director - Development and Business Change. They will focus on the delivery of operational activity and ensure that operational practice is properly co-ordinated, with a commitment to the continuous improvement of service delivery.

The new divisions will be made up of the following Probation Trust geographical areas:

South East and Eastern – to cover current Probation Trust areas: Kent; Surrey & Sussex; Bedfordshire; Cambridgeshire; Northamptonshire; Essex; Hertfordshire; Norfolk & Suffolk

South West – to cover current Probation Trust areas: Thames Valley; Hampshire; Devon & Cornwall; Dorset; Avon & Somerset; Gloucestershire; Wiltshire

North West – to cover current Probation Trust areas: Merseyside; Cumbria; Lancashire; Cheshire; Greater Manchester

North East – to cover current Probation Trust areas: Northumbria; Durham Tees Valley; York and North Yorkshire; Humberside; West Yorkshire; Lincolnshire; South Yorkshire

Midlands – to cover current Probation Trust areas: Derbyshire; Leicestershire; Nottinghamshire; Staffordshire & West Midlands; Warwickshire; West Mercia

London – to cover current London Probation Trust area.

Wales – To cover current Wales Probation Trust areas.



YOUTH OFFENDING SERVICE

Cumbria Youth Offending Service (YOS) is a partnership, created by the Crime and Disorder Act 1998, and made up of a range of partners, in particular our statutory partners:

- Cumbria County Council
- National Probation Service
- Cumbria Constabulary
- Cumbria Partnership Foundation Trust

The young people we supervise are aged from 10 to 17 years old, the majority of which are young men, aged 16-17 years old.

A small number of these young people present a risk of serious harm to the public and some of whom also present a level of risk that requires referral to, and oversight by, Cumbria MAPPA.

All young people supervised by YOS are assessed both in relation to criminogenic needs, but also in relation to any safeguarding risks they face and, any risks they pose to others. A comprehensive intervention plan accounting for risks and needs is formulated and, for those presenting risk to self or others will typically involve input and/or oversight by a qualified member of staff such as a social worker, probation officer, or YOS officer. There will also be input from specialist staff such as one of our mental health nurses. All supervision is tailored to address the level of risk posed and the frequency/content of supervision will reflect this.

We will ensure we work with the young person to maximise the opportunities to make more positive choices, such as through education training or employment, but also to minimise risks posed. This will include referral and risk management oversight through MAPPA if they meet the threshold for such intervention.

For those that present the highest risk of reoffending, supervision can entail a range of restrictions such as 25 hours per week monitored activities, electronically monitored curfews, and/or unpaid work.

LEGISLATIVE CHANGES TO POLYGRAPH

POLYGRAPH EXAMINATIONS FOR THOSE CONVICTED OF SEXUAL OFFENCES

BACKGROUND

Between 2009 and 2012 there was a successful pilot of polygraph examinations for sexual offenders in East and West Midlands Probation Regions. Headline findings from the evaluation were:

- Offenders made more clinically significant disclosures (CSDs) in the tested group. A CSD is defined as new information disclosed by the offender which led to a change in how they were managed, supervised, or risk assessed, or to a change in the treatment intervention that they received
- Offender Managers working with those who were given the polygraph examination reported being better able to challenge offenders than those working with sexual offenders who were not tested
- Offender Managers said they felt better equipped to take actions to enhance risk management using the information obtained from testing
- Offenders said that (although they did not like being tested) knowing they were to be tested helped them better manage their behaviour and assisted them in understanding their licence conditions more clearly.

As a result Ministers stated that they intended to make polygraph testing available for inclusion in certain sexual offenders' licences. Legislation was required before polygraph conditions could be applied throughout the whole of England and Wales. A new Statutory Instrument to allow testing in England and Wales was passed in July 2013 and came into force on 6 January 2014.

The legislation allows the condition to be inserted into the licence of adult sexual offenders from 6 January 2014 onwards, providing it meets the "necessary and proportionate" test that all additional conditions must satisfy.

NOMS guidance advises that the licence condition must be proposed for all sexual offenders released on licence:

- (a) who are aged 18 years and over
- (b) who are sentenced to 12 months imprisonment or more and
- (c) who are assessed as High Risk of Harm (HRoH) and High Risk of Sexual Re offending (HRoR) using OASys and RM2000, and for whom the test will be suitable. (Very few offenders will not be suitable - exclusions might be for reason of very low intellectual functioning or certain health conditions.
- (d) Women sexual offenders - WSOs - will not have an RM2000 score and practitioners trained in the use of the NOMS WSO Framework should be consulted where a serious WSO

is being considered for release.

A number of offenders will fall into the high risk of re offending and high risk of harm criteria and that for this group the "necessary and proportionate" requirements will be met. In addition, provision will be made to allow NPS discretion to propose polygraph conditions for a number of other sexual offenders who do not meet these criteria, provided the condition is both necessary and proportionate to manage the risk they pose. For example, an offender who has committed one very serious sexual offence will not score highly on RM2000, but his previous non-cooperation with reporting instructions, current behaviour/attitudes in prison and likely circumstances of his release may be considered by his Offender Manager and MAPPA contributors to put the public at very high risk of harm. A polygraph condition that will help monitor the offender's compliance and risk could be deemed necessary and proportionate, and NPS will be given the option to seek the condition for such offenders.

WORDING OF LICENCE CONDITION

The specific wording for the condition is :

To comply with any instruction given by your supervising officer requiring you to attend polygraph testing. To participate in polygraph sessions and examinations as instructed by or under the authority of your supervising officer and to comply with any instruction given to you during a polygraph session by the person conducting the polygraph.

WHAT CAN THE POLYGRAPH TEST AND/OR INFORMATION FROM THE EXAMINATION BE USED FOR?

- To monitor and enhance compliance with other licence conditions
- To monitor dynamic risk factors
- To enable Offender Managers to take appropriate actions to manage risk, depending on the results of the polygraph test - e.g. share information with MAPPA, increase home visits, recall the offender (where appropriate)
- To enable the Offender Manager to review and revise risk management plans
- To recall the offender for trying to 'trick' the test or for non-compliance with the polygraphy tester's instructions
- to recall the offender if he/she discloses that they have not complied with other licence conditions, e.g. entered an exclusion zone. NB Recall should still only be considered if the offender's risk is such that the offender cannot be properly managed within the community. In some cases, as with any failure to comply with a licence condition, other suitable actions may be taken such as a senior manager's warning letter. However, the offender cannot be recalled based on failing the test alone. Other evidence must be presented in order to recall.

WHAT THE POLYGRAPH EXAMINATION AND/OR INFORMATION FROM THE TEST CANNOT BE USED FOR

- To recall the offender for failing the test without other information. Recall cannot be instigated solely because the offender gives answers which indicate deception.
- To determine guilt or innocence in a criminal court
- As a replacement for other interventions such as a treatment programme or structured supervision.

VOLUNTEERS VIEW OF CIRCLES

Circles was set up in 2009 and provides support and accountability for sex offenders around the county. Each 'circle' consists of an offender and four or five trained volunteers

“I have been a volunteer with the Kendal Circle since its beginning in March 2010.

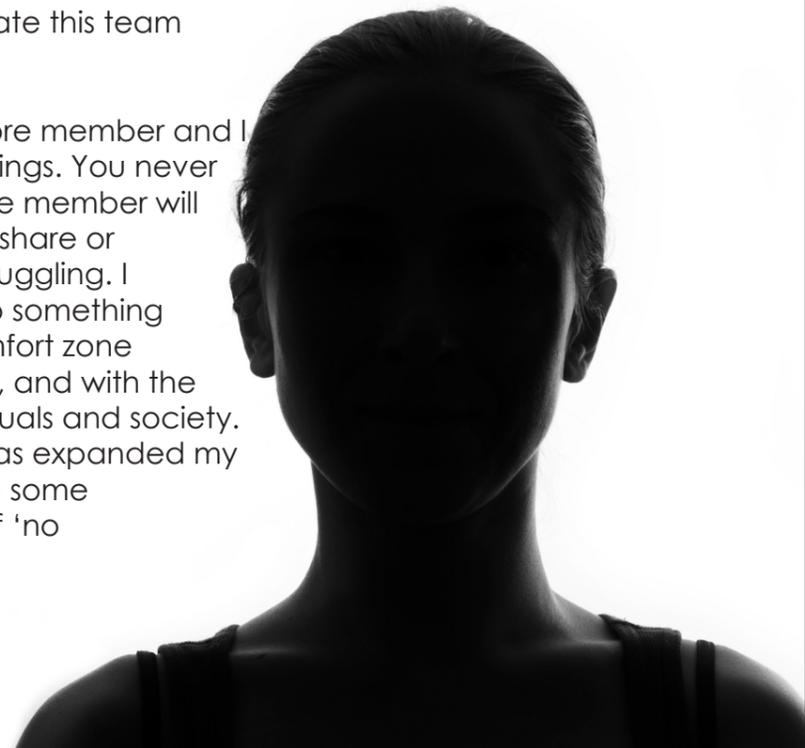
A typical session covers two hours; the volunteers will spend half an hour before to catch up and decide on the approach for the meeting, we will then spend one hour with the 'core member' (the offender), and then we will spend half an hour afterwards to collate the minutes.

These sessions are weekly for the first six to eight months and then become less frequent depending on the individual needs of the core member. In addition we arrange social trips with the core member as seems suitable and appropriate in order to safely reintegrate him or her back into the community. These can include meeting for coffee, a meal, going to a concert, having a day out or assisting them in joining a local group or social network.

The actual circle session involves the use of listening skills, being alert to what is not said or half said; probing to hold the core member to account; taking an objective view of their problems, yet being supportive and where appropriate giving practical advice and encouraging, enthusiastically, any positive steps the core member is making.

A Circle needs to be able to work as a team. The volunteers need to encourage and support each other, be honest with each other, and trust each other's friendship. We are not experts and our big concern is that we can "get it wrong". In this respect the outside support and training given by the co-ordinators is invaluable. The core member, also, needs to be an active, equal team member and the volunteers have to work with each other as well as the core member to create this team atmosphere.

I enjoy Circles. At present we have no core member and I miss the buzz and challenge of the meetings. You never know what will happen; whether the core member will have something exciting and positive to share or whether they will be down, upset and struggling. I volunteered because I was looking to do something that was a challenge, outside of my comfort zone and experience, yet drawing on my gifts, and with the potential to make a difference to individuals and society. Circles met and meets those criteria. It has expanded my experience of life and hopefully I have in some way been able to contribute to its aim of 'no more victims'. - **Pauline**



JOB CENTRE PLUS: DOMESTIC VIOLENCE

The Department of Work and Pensions undertook a small scale qualitative research study that explored the awareness, understanding and implementation of the Jobseeker's Allowance Domestic Violence (JSA DV) Easement and the Destitute Domestic Violence (DDV) Concession. Introduced in April 2012, these two policies form part of DWP's wider social justice agenda.

A number of challenges to, and good practice for, identifying and supporting DV claimants through the JSA DV Easement and the DDV Concession were identified, which are presented in the report. A number of areas of good practice were identified including engaging with local specialist support organisations and taking a holistic and tailored approach to the support of Domestic Violence claimants.

We know from official statistics that:

- women are far more likely to be victims of DV than men;
- younger rather than older women are more at risk;
- survivors frequently report experience of repeat victimisation;
- although the causal link is not clear, unemployed people, the long-term ill and those looking after family experience higher rates of DV;
- unemployed people are over four times more likely to be victims of DV than those in employment; and
- both 'white' and 'non-white' groups suffer similar risks of experiencing DV.

The new cross-government definition of DV announced in September 2012 came into line with the existing DWP definition and has served to increase awareness that 16 to 19 year olds are most likely to suffer abuse from a partner.

THE JSA DV EASEMENT

From 23 April 2012, DWP introduced a specific easement from job seeking conditions for Jobseeker's Allowance (JSA) claimants who are victims of actual or threatened DV. This means an exemption from job seeking conditions and requirements to be actively looking for employment for an initial four-week period providing certain conditions are met, which can extend to a total of 13 weeks where relevant evidence is provided. This period is intended to provide those who have been affected by DV with time to focus on priorities like organising new accommodation or arranging alternative schooling for dependent children, without having to also focus on meeting their job seeking conditions.

THE DESTITUTE DOMESTIC VIOLENCE CONCESSION

From 1 April 2012, DWP have been working with officials in the Home Office and UK Border Agency (UKBA) to ensure migrant spouse victims of DV who have been granted leave to remain outside the immigration rules under the 'DDV Concession' are able to access eligible income-related benefits.

FOUR PILLARS OF RISK MANAGEMENT

WHAT IS THE FOUR PILLARS APPROACH?

The MAPPA Four Pillars approach is currently being rolled out across the MAPPA meetings in Cumbria.

The Four Pillars approach is designed to build supportive networks for offenders and enhance protective factors to minimise the risk of re-offending. It is a way of managing and assessing risk in a proportionate, transparent and balanced way. How does it work?

The Four Pillars approach has four key activities;

1. Supervision – includes structured and focused contact with the offender by all involved MAPPA agencies, contact corresponding to the level of risk, supervised accommodation, protective factors and a focus on compliance and motivation to non-offending.
2. Monitoring and Control - includes all agencies in 'watching and warning', agreeing and monitoring trigger signs, and can involve the use of electronic tagging, additional licence conditions etc.
3. Interventions and Treatment – includes planned interventions, appropriate programmes, and where relevant medication etc.
4. Victim Safety Planning – includes information on known and potential victims, exclusion zones, and safety plans etc.

And the activity is also;

- Sufficient to manage the risk
- Applicable to the offender's situation
- Relevant to risk factors
- Evidence based
- Least restrictive as necessary

In this way, MAPPA management is confirmed as the route to 'add value' to the lead agency's existing Risk Management Plan. The meeting will ensure that all attendees are aware of the early warning signs of risk escalation and how to report these back to the lead agency. It will also promote key messages about the offender's management and will provide a contingency plan should critical protective factors break down i.e. loss of accommodation or the MAPPA offender goes missing.

It is critically important for all agencies working with the MAPPA offender that his/her motivation to change is promoted and that the Risk Management Plan provides them with an incentive, however small, to work towards this change i.e. relaxation in daytime 'signing in' at approved premises in response to agreed and sustained compliance with sentence planning.

WHERE DID IT COME FROM?

In 2011 Her Majesty's Inspectorate of Probation & Her Majesty's Inspectorate of Constabularies carried out a joint inspection on MAPPA. This inspection was called 'putting the pieces together' an inspection of multi-agency public protection arrangements. In this inspection there were a number of recommendations made, including improvements to risk management planning and risk assessment.

In 2012 Leicester & Rutland MAPPA Strategic Management Board undertook a project to improve this area of work, using Professor Hazel Kemshall's Four Pillars model to risk management in MAPPA. She is currently Professor of Community & Criminal Justice at De Montfort University with extensive research interests in risk assessment and management, MAPPA and effective practice with high risk offenders.

More recently Prof Kemshall has developed a new approach to risk management planning and this is now being utilised by a number of MAPPA Strategic Management Boards across England & Wales in their MAPPA meetings.

Cumbria MAPPA Strategic Management Board has also been interested in this practice development and subsequently invited Professor Kemshall to present on this approach at the Cumbria MAPPA Seminar held in October 2013.

Dyfed & Powys MAPPA have also been leading in the pilot of the Four Pillars approach and have assisted Cumbria significantly with our implementation.





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