

ANNUAL REPORT

2015/16



**CUMBRIA MULTI-AGENCY
PUBLIC PROTECTION
ARRANGEMENTS**

INTRODUCTION

PROTECTING PEOPLE IN CUMBRIA FROM SEXUAL AND VIOLENT OFFENDERS

Welcome to the 2016 annual report on Cumbria's Multi-Agency Public Protection Arrangements (MAPPA).

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, Department of Work & Pensions 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 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 CUMBRIA: STATISTICS

MAPPA-ELIGIBLE OFFENDERS ON 31 MARCH 2016				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	480	145	-	625
Level 2	0	2	1	3
Level 3	0	0	0	0
Total	480	147	1	628

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	5	6	4	15
Level 3	0	1	0	1
Total	5	7	4	16

RSOS CAUTIONED OR CONVICTED FOR BREACH OF NOTIFICATION REQUIREMENTS	7
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RESTRICTIVE ORDERS FOR CATEGORY 1 OFFENDERS	
SHPOs & NOs imposed by the courts	
SHPOs	62
SHPOs with Foreign Travel Restriction	0
NOs	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	1	3	0	4
Level 3	0	0	0	0
Total	1	3	0	4
Breach of SOPO/SHPO				
Level 2	1	-	-	1
Level 3	0	-	-	0
Total	1	-	-	1

TOTAL NUMBER OF REGISTERED SEXUAL OFFENDERS PER 100,000 POPULATION	107
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This figure has been calculated using the mid-2015 estimated resident population, published by the Office for National Statistics on 23 June 2016, excluding those aged less than ten years of age.

Notification Requirements

RSOs having had lifetime notification requirements revoked on application	1
People subject to notification requirements for breach of an SRO	0

MAPPA BACKGROUND

EXPLANATORY COMMENTARY ON STATISTICAL TABLES

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2016 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2015 to 31 March 2016.

- 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 (99.5% 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 Harm Prevention Order (SHPO)** – (replaced Sexual Offence Prevention Orders) including any additional foreign travel restriction.
- Sexual Harm Prevention Orders (SHPOs) and interim SHPOs are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. It requires the offender to notify their details to the police (as set out in Part 2 of the 2003 Act) for the duration of the order.
- The court must be satisfied that an order is necessary to protect the public (or any particular members of the public) in the UK, or children or vulnerable adults (or any particular children or vulnerable adults) abroad, from sexual harm from the offender. In the case of an order made on a free standing application by a chief officer or the National Crime Agency (NCA), the chief officer/ NCA must be able to show that the offender has acted in such a way since their conviction as to make the order necessary.
- The minimum duration for a full order is five years. The lower age limit is 10, which is the age of criminal responsibility, but where the defendant is under the age of 18 an application for an order should only be considered exceptionally.
- g** **Notification Order** – this requires sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.

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Sexual Risk Order (incl. any additional foreign travel restriction)

The Sexual Risk Order (SRO) replaced the Risk of Sexual Harm Order (RoSHO) and may be made in relation to a person without a conviction for a sexual or violent offence (or any other offence), but who poses a risk of sexual harm.

The SRO may be made at the magistrates' court on application, by the police or NCA where an individual has done an act of a sexual nature and the court is satisfied that the person poses a risk of harm to the public in the UK or children or vulnerable adults overseas.

A SRO may prohibit the person from doing anything described in it – this includes preventing travel overseas. Any prohibition must be necessary to protect the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

An individual subject to an SRO is required to notify the police of their name and home address within three days of the order being made and also to notify any changes to this information within three days.

A SRO can last for a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed).

The criminal standard of proof continues to apply, the person concerned is able to appeal against the making of the order, and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

A breach of a SRO is a criminal offence punishable by a maximum of five years' imprisonment. Where an individual breaches their SRO, they will become subject to the full notification requirements.

Nominals made subject of a SRO are now recorded on VISOR, as a Potentially Dangerous Person (PDP).

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Lifetime notification requirements revoked on application

Change in legislation on sexual offenders

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place which will allow qualifying sex offenders to apply for a review of their notification requirements.

Individuals subject to indefinite notification will only become eligible to seek a review once they have been subject to the indefinite notification requirements for a period of at least 15 years for adults and 8 years for juveniles. This applies from 1 September 2012 for adult offenders

On 21 April 2010, in the case of *R (on the application of F and Angus Aubrey Thompson) v Secretary of State for the Home Department* [2010] UKSC 17, the Supreme Court upheld an earlier decision of the Court of Appeal and made a declaration of incompatibility under s. 4 of the Human Rights Act 1998 in respect of notification requirements for an indefinite period under section 82 of the Sexual Offences Act 2003. This has been remedied by virtue of the Sexual Offences Act 2003 (Remedial) Order 2012 which has introduced the opportunity for offenders subject to indefinite notification to seek a review; this was enacted on 30th July 2012.

Persons will not come off the register automatically. Qualifying offenders will be required to submit an application to the police seeking a review of their indefinite notification requirements. This will only be once they have completed a minimum period of time subject to the notification requirements (15 years from the point of first notification following release from custody for the index offence for adults and 8 years for juveniles).

Those who continue to pose a significant risk will remain on the register for life, if necessary. In the event that an offender is subject to a Sexual Offences Prevention Order (SOPO) / Sexual Harm Prevention Order (SHPO) the order must be discharged under section 108 of the Sexual Offences Act 2003 prior to an application for a review of their indefinite notification requirements.

For more information, see the Home Office section of the gov.uk website:

<https://www.gov.uk/government/publications/sexual-offences-act-2003-remedial-order-2012>

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 Head of Cumbria from the National Probation Service.

The following agencies are represented on the Cumbria MAPPA SMB:

Cumbria Constabulary

National Probation Service

Haverigg Prison/National Offender Management Service (NOMS) Northwest

Cumbria County Council Children's Services

NSPCC

Lay Advisers

NHS Cumbria

Cumbria Health & Care Services

Cumbria Youth Offending Service

Cumbria Partnership NHS Foundation Trust (Mental Health Services)

Carlisle City Council Housing

Electronic Monitoring Service (EMS)

Department of Work & Pensions (DWP)

Cumbria Fire & Rescue Service

Copeland Borough Council

Greater Manchester West NHS Foundation Trust

Cumbria County Council Adult Services

Sexual Harm Prevention Order

Sexual Harm Prevention Orders (SHPO) and Sexual Risk Orders (SRO) were introduced by the Anti-Social Behaviour, Crime and Policing Act 2014. They replace the previous Sexual Offences Prevention Orders (SOPO), Foreign Travel Orders (FTO) and Risk of Sexual Harm orders (RSHO) which were introduced by the Sexual Offences Act 2003.

These new orders are intended to protect the public from the risks posed by sex offenders by placing restrictions on their behaviour. Sexual Harm Prevention Orders can be applied to anyone convicted or cautioned for a sexual or violent offence, including offences committed overseas.

The SHPO also makes the offender subject to notification requirements as set out in Part 2 of the Sexual Offences Act 2003.

A SHPO may impose any restriction the court deems necessary for the purpose of protecting the public from sexual harm, and makes the offender subject to the notification requirements for the duration of the order. SHPOs are available to the court at the time of sentencing for a relevant offence, or on free-standing application to the magistrates' court by the police or National Crime Agency.

An order may prohibit the offender from doing anything specified within it and can include a prohibition on foreign travel. The prohibitions must be necessary 'for the purpose of protecting the public or any particular members of the public from serious harm by the defendant'.

The period of the order must be specified and last for a minimum period of five years. It is a criminal offence to breach a SHPO or interim SHPO, punishable by a fine and/or imprisonment.



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 prisoner serving a range of sentences up to and including Indeterminate and Life Sentences. 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 include Probation Officer grade staff and Prison Service Band 4 Supervision Officers. The Offender Management team includes 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 accredited 'Challenge to Change' course targeting those offenders assessed as Medium or High Risk of Serious Harm, Restorative Justice, Domestic Violence and engagement with Substance Misuse Services all of which are designed to address risk factors. Part of the Langdale / R5 residential unit has been converted into a drug free wing where prisoners in receipt of methadone prescription can also access supportive group therapy on a regular basis. Resettlement services, such as The Department of Work & Pensions and Shelter, are also based in the prison and can assist prisoners to address practical problems related to debt, benefits and accommodation prior to or upon release. Effective liaison between Offender Supervisors and resettlement staff is key to identifying and making referrals to these services.

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.

IDRM 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 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 or referred to the Police.

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.



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

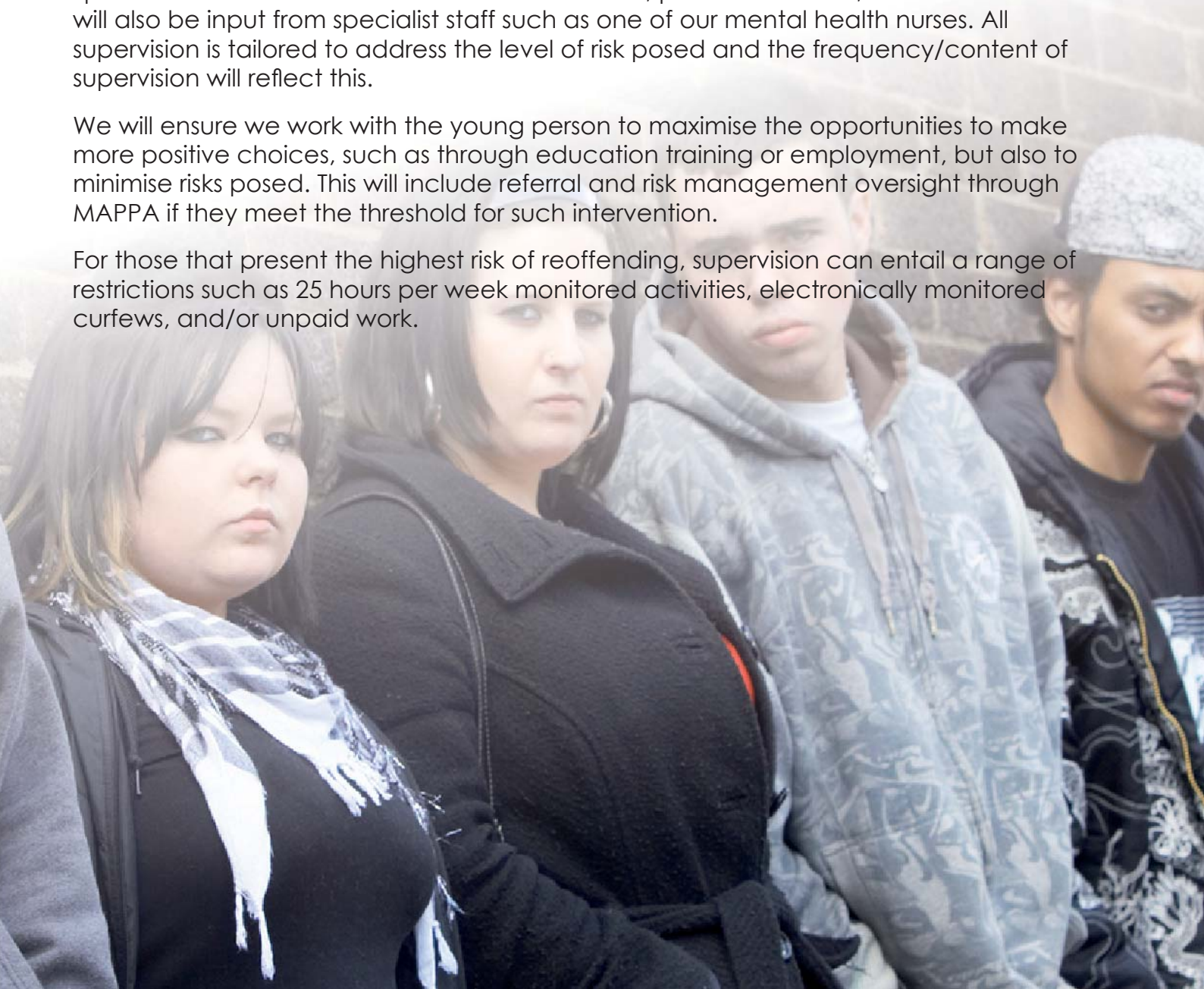
The young people we supervise are aged from 10 to 17 years old, the majority of which are young men, aged 16-17 years old.

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 volunteering with Cumbria Circles for a few years. The aim of the programme is to provide the Core Member (offender) support and accountability within their rehabilitation. This is done through regular meetings, at first weekly, then less often depending on the needs of the Core Member.

The support aspect comes from social outings and encouraging the Core Member to engage with appropriate community activities. This is done with the hope of integrating the Core Member back in to the community and is a vital aspect within the programme. Many Core Members will leave prison with very little support and this isolation is widely believed to increase the chance of them re-offending. Therefore, social inclusion and the Core member building up a support network will hopefully reduce this.

The accountability is an equally important aspect of the Circle. This is done through a number of interventions that focus on the offender's offence or offences. These interventions can vary depending on how much offence based work the Core Member has done prior to their release and their understanding of their offences. The Circle normally focuses on victim empathy and relapse prevention, always being mindful of the Core Member's risk, but remaining non-judgemental.

During my time with Circles, I have worked with a number of Core Member's that have all had different challenges. Due to the nature of the offences in question, it can be difficult for the volunteers and this is why we carry this work out within a circle. Not only to provide a circle of support around the Core Member, but around each volunteer. The training and supervision is vital to the programme, being able to find that fine line of supporting the Core Member, as well as holding them accountable, while being non-judgemental is a skill developed with each session and each Circle. The training we receive is invaluable within this process.

I joined Cumbria Circles due to my personal interest of offending behaviour and allowing people the chance to change. I believe that with the right motivation and support, people can change and if communities are willing to support this, then we will reduce the chance of re-offending and avoid further victims."

- Rachel



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.



Active Risk Management System (ARMS)

Active Risk Management System, (ARMS) the dynamic risk assessment tool used in conjunction with 'Risk Matrix 2000' (RM2K) is now fully embedded by Cumbria police. This year has seen the roll out agreed by National Police Chief's Council (NPCC), National Offender Management Service (NOMS) and National Probation Service (NPS). All Registered Sexual Offenders (RSO's) on licence or supervision will now have ARMS assessments completed by NPS in conjunction with police.

NPS and Police are working together in the use of ARMS which shows a real commitment towards continued multi-agency working and protection of the public in Cumbria.





National
Probation
Service

