

ANNUAL REPORT 2018/19



**CUMBRIA MULTI-AGENCY
PUBLIC PROTECTION
ARRANGEMENTS**

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INTRODUCTION

PROTECTING PEOPLE IN CUMBRIA FROM SEXUAL AND VIOLENT OFFENDERS

Welcome to the 2019 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

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.

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.

A number of other agencies are under a Duty to Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Services, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.

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 DTC agencies.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA offenders who 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 between agencies to inform the risk assessments and risk management plans of those managing or supervising them.

That is as far as MAPPA extend in the majority of cases, but some cases require structured multi-agency management. 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 – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; 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 levels of management to ensure that resources are focused where they are most needed; generally those presenting the higher risks of serious harm.

- Level 1 is where the offender is managed by the lead agency with information exchange and multi-agency support as required but without formal MAPPA meetings;
- Level 2 is where formal MAPPA meetings are required to manage the offender.
- Level 3 is where risk management plans require the attendance and commitment of resources at a senior level at MAPPA meetings.

MAPPA are supported by ViSOR. This is a national IT system to assist in the management of offenders who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when high risk offenders move, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system for the first time, improving the quality and timeliness of risk assessments and interventions to prevent offending.

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

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

Her Majesty's Prison and Probation Service (HMPPS)

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 for Work and Pensions

Cumbria Fire & Rescue Service

Copeland Borough Council

Greater Manchester West NHS Foundation Trust

MAPPA Awareness training during 2018/19 & future MAPPA 'Harmful Sexual Behaviour' event

Numerous training events have taken place around Cumbria over the past year for MAPPA agencies. Including MAPPA Foundation training which provides a general introduction to principles, purpose and procedures of MAPPA and to introduce participants to the MAPPA Guidance and other relevant materials. Additional training events have been provided to agencies with responsibility for assessing whether cases should be referred into MAPPA management at Level 2 and 3. This was in response to a decline in recent years of MAPPA referrals across the County. In response we have recently seen a increase in MAPPA Referral numbers and these training events will continue until the end of this year.

The MAPPA Strategic Management Board members were also provided with MAPPA Training to ensure that all members understand the purpose and function of MAPPA and the Strategic Management Board's function within it. This event was well attended and assisted in ensuring new members have the knowledge required to assist with MAPPA issues.

In October 2019 the MAPPA Strategic Management Board have organised a full day training event for MAPPA agencies, in conjunction with the University of Cumbria. The 'Harmful Sexual Behaviour' event will include speakers from the University of Cumbria (Dr Julie Taylor Principle lecturer within the Department of Health, Psychology and Social studies Health and wellbeing), the NSPCC and the National Probation Service's Sex Offender Treatment programme. The day will include presentations and workshops regarding:

- Contemporary theory on harmful sexual behaviour
- Adult offender behaviour which enables offending
- Technology Assisted Harmful Sexual Behaviour (Children and Adolescents)
- Technology Assisted Harmful Sexual Behaviour (Adults)
- Mentoring in the community
- Domestic Violence and Abuse (issues for children and adolescents living with DVA)
- Child to Parent Violence
- Skills for working with populations that challenge.

The event will be attended by 100 delegates from MAPPA agencies around Cumbria including Police, Prison, and Probation, Children's Services, Adult Services, Youth Offending teams and Mental Health. We aim to give staff working with challenging and vulnerable people further knowledge to safeguard those in our community.

Counter Terrorism and MAPPA

In April 2018, the North West Counter Terrorism Unit (NWCTU) became Counter Terrorism Police North West (CTPNW), reflecting a formal collaboration between the five NW police forces. CTPNW manages and coordinates the operational counter terrorism response on behalf of the five North West forces: Cheshire, Cumbria, Greater Manchester, Lancashire and Merseyside; comprising of over 1000 officers and staff who are based across the region. Officers based locally in Cumbria deliver the four strands of Her Majesty's Government's CONTEST strategy (Prevent, Protect, Pursue and Prepare) in collaboration with local policing teams and other partner agencies.

This frequently includes cases being managed under, or referred to MAPPA. In the past 12 months CTPNW have referred cases to MAPPA in Cumbria. This can result in multi-agency meetings, where all the agencies involved in the case in Cumbria and other areas are able to share information to inform the risk management plan. Leading to a more joined up approach.

MAPPA is often used by police and Probation as part of management of subjects in the Prevent strand of counter terrorism, where safeguarding issues are identified for individuals who have had a criminal justice disposal for terrorism related offences, and who are open to more than one agency following conviction. Attendance of specialist counter terrorist resources from agencies represented at MAPPA provide the best opportunity for multi-agency risk management.

Case Study - Counter Terrorism

The below case study gives an example of how MAPPA agencies worked together to prevent a Terrorist attack in Cumbria.

Mr X a young man was under the supervision of the National Probation Service in Cumbria when he disclosed to his Probation Officer that the only thing preventing him from carrying out mass murder were a lack of funds and access to weapons. He planned to attack an annual event in Cumbria, with the intention of killing and injuring many people.

His Probation officer was managing this case via MAPPA ordinary agency management with information sharing meetings, which were attended by various MAPPA agencies. The strong links between MAPPA agencies enabled a prompt response by the Probation Officer who shared this information with Police colleagues. Enquiries were made and Mr X was arrested and charged with terrorism offences.

Various agencies are involved in MAPPA meetings of this type in Cumbria. For example representatives from Probation, Police, and Children's services, Unity (drug and alcohol team) and provide information and resources to help manage these types of cases. Mr X received a custodial sentence and will be subject to licence conditions once the Parole board considers him safe to be released.



**COUNTER
TERRORISM
POLICING**
.....
NORTH WEST



Case Study - Violent Offender Order

The below case study gives an example of how legal orders can be requested from the Courts to help the Police to protect the Public.

Mr X a young man who had previously been arrested for Terrorism offences, was convicted for a telecommunications offence (not under the terrorism act) associated with the terrorism allegation.

The absence of a conviction for a terrorism offence precluded the imposition of any restrictions or registration requirements under the Terrorism Act 2008.

However, prior to release from Prison, at the end of his current sentence, there were grounds to make an application to the court for a Violent Offender Order (VOO).

The application was accepted by the Court who granted the order for 5 years.

VOO's are standalone civil orders. They are made on complaint by a chief Officer of Police and are intended to help protect the Public from Offenders who pose a current risk of serious violent harm.

The effect of the order is to prohibit the offender from doing anything specified in the order. Additionally a VOO makes the offender subject to notification requirements similar to a Registered Sex Offender.

Failure to comply with the order can result in a maximum of 5 years imprisonment.

In the case of Mr X there have been no breaches of the VOO or any further offending since the Violent Offender Order was made.

LAY ADVISER – MAPPA

THE CRITICAL FRIEND

As Lay Advisors we are members of the community, who by reflecting the views of the community, play a crucial role in the MAPPA processes and express these views by attending the MAPPA SMB meetings.

Lay Advisors are not required to have formal qualifications, just strong interpersonal skills, a balanced and objective approach and a genuine interest in making a contribution to public safety and public protection.

By taking on this role it means you have to take a balanced approach and Mark said “My involvement in the audit review of case files means we can be assured that the process is working for public safety and of course by scrutinising the process we can also identify areas for improvement”.

By attending the Strategic Management Board, the Lay Advisors have a standing agenda item to report back on their work and express issues that may need further action. David said “Our role on the SMB allows us to observe the meetings both in the performance of the participating organisations, and the Chair for Cumbria encourages feedback on her role to maintain and keep to the agreed processes. This approach allows for open discussions and a level of transparency that assures us as Lay Advisor’s that MAPPA is working for Cumbria”.

When asked what a “Critical Friend” is, Mark said “A Critical friend is in short someone who agrees to speak truthfully, but constructively, about weaknesses, problems, and we should never forget to recognise positive outcomes and performance”.

The performance of the MAPPA process measured by a range of statistics means the Lay Advisor can observe potential trends which may require further scrutiny. A good example has been the presented data for Level 1 offenders and David went onto say “By seeing a particular trend the Lay Advisor’s with the support of the SMB has been able to look further into a data set with the appropriate agencies that provided assurance of how the potential issues are being managed. Again the openness and transparency is a key foundation of how the Cumbria MAPPA arrangements work for Cumbria”.

So being a “Critical Friend” is an important role so that we remain the “eyes” for Cumbria Residents that the MAPPA arrangements which often manage and mitigate complex risks, remain focussed on public safety and public protection.





Mentoring for High Risk Sexual Offenders

On 1st September 2019 a contract began between Cumbria Constabulary (part of the MAPPA Responsible Authority) and Re-Shape.

This contract provides a service to certain, high risk, registered sexual offenders (RSOs) who are being managed in the community.

The mentoring service will be tailored to meet the needs of each individual offender (core member) who will have to show that they are motivated to take part in the intervention programme.

The overall aims of this mentoring service are to:-

- Keep the public in Cumbria safe.
- Reduce the risk of re-offending.
- Make sure that core members recognise and take responsibility for the impact that their offending has had on victim/s.
- Support with core members' personal development including building confidence and motivation.
- Support core members by signposting to relevant services such as addiction and counselling services.
- Improve coping strategies and resilience when dealing with day to day challenges.
- Assist in the development of life skills such as budgeting and living healthily.
- Help to develop positive relationships.
- Assist in re-integration back into the community.

All mentors will be trained and the work will be overseen by an Intervention Co-ordinator.