

# ViSOR

ViSOR is a shared MAPPA database that has limited access by staff from Police, Probation and the Prison service.

ViSOR allows the responsible authority agencies (Police, Probation and Prison) to exchange information which in turn will allow them to carry out an accurate risk assessment. Following the risk assessment these agencies, and others can construct a robust and appropriate risk management plan. Robust, appropriate and targeted risk management plans are the best way to protect the public and prevent re-victimisation of existing victims of sexual or violent crime. ViSOR records are easily shared and can be transferred to another area/force at the click of a mouse.

All MAPPA category 1 registered sexual offenders have a ViSOR (nominal) record. All MAPPA category 2 and 3 offenders who are managed at level 2 or 3 also have a nominal record. Some MAPPA category 2 offenders who are managed at level 1 have a nominal record.

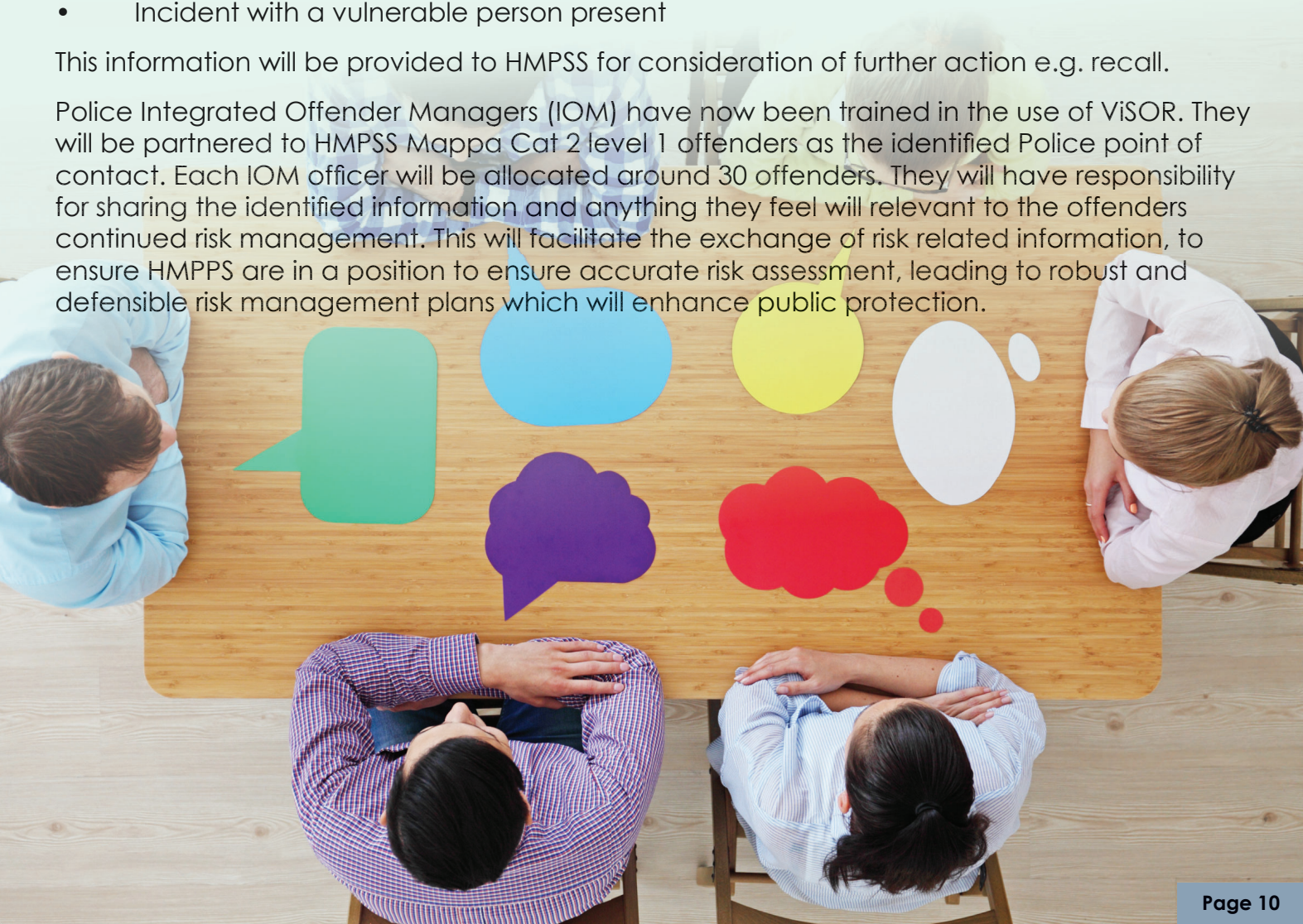
Before using ViSOR individuals must be vetted to Non Police Personnel Vetting and trained.

Cumbria Constabulary and Her Majesty's Prison and Probation Service (HMPPS) are working towards the National Police Chiefs Council Memorandum of understanding for the sharing of information held on Police systems for Category 2 level 1 MAPPA offenders (Violent offenders). The conduit for sharing information is agreed to be the national ViSOR system in accordance with National ViSOR standards. The agreement sets out minimum standards of data sharing. These are:

- crime/non crime incident
- Domestic Violence incident
- Incident with a child present
- Incident with a vulnerable person present

This information will be provided to HMPSS for consideration of further action e.g. recall.

Police Integrated Offender Managers (IOM) have now been trained in the use of ViSOR. They will be partnered to HMPSS Mappa Cat 2 level 1 offenders as the identified Police point of contact. Each IOM officer will be allocated around 30 offenders. They will have responsibility for sharing the identified information and anything they feel will relevant to the offenders continued risk management. This will facilitate the exchange of risk related information, to ensure HMPPS are in a position to ensure accurate risk assessment, leading to robust and defensible risk management plans which will enhance public protection.



# 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

Cumbria Youth Offending Service is one of 155 Youth Offending Teams in England and Wales. Located within the County Council's Children's Services Directorate, Cumbria Youth Offending Service remains a discrete service with responsibility for its own budget and planning.

The Youth Offending Service works primarily with children and young people age 10-17 years although some of our prevention programmes will take referrals from those aged 8 years upwards, and some Court orders require us to supervise young people after they have reached their 18th birthday.

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. All supervision is tailored to address the level of risk posed and the frequency/content of supervision will reflect this.

A comprehensive intervention plan accounting for risks and needs is formulated. In addition to being supervised by a qualified member of staff, such as a Probation Officer, Social Worker or Youth Offending Service Officer, support and intervention will be provided by more specialist staff, including Health Workers, Education Workers and Restorative Justice Workers.

Compliance and engagement has been a key focus of practice within the service for the last 4 years, finding innovative ways to engage with those on community orders. More tailored, needs led interventions for court orders have contributed to a reduction in non-compliance and improved outcomes for children and young people.

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.

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.

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.

The YOS is represented on a range of partnership groups and strategic boards, ensuring a balanced approach between a focus on children and young people, and the criminal justice system. Youth justice services require a high level of skilled face-to-face contact with young offenders, their families, their victims and those who have to pass sentence in our courts.

# 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. The establishment holds prisoners 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 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. The custodial environment 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, and engagement with Substance Misuse Services all of which are designed to address risk factors. Resettlement services, such as 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. The National Careers Service also provides an input in terms of employment brokerage to prisoners. 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.

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.



# ESAFE

Cumbria Constabulary are using device monitoring software to provide enhanced monitoring of relevant sex offenders. Cumbria based Registered Sex Offenders, with a relevant Civil Order (SHPO/SRO) restricting access to internet enabled devices are the subject of ESAFE monitoring.

Esafe works by installing a piece of software with the offender's knowledge and consent, on each digital device they possess. This software monitors the screen and keyboard for text characters and checks them against a list of keywords held by Esafe, at the point a match is found, a screenshot (capture) is obtained and uploaded on the Esafe secure server. Cumbria Constabulary are then notified of this capture. The software also monitors images displayed on screen for skin tones, any images found are encrypted and uploaded to the server for later review.

Cumbria Constabulary will be then notified when images or words of concern are found. This will ensure that Cumbria Constabulary can review the information, address the level of risk and any immediate safeguarding concerns. Ensuring that any risk to the public is minimized.

Adopting this approach, will mean the Constabulary is able to monitor registered sex offenders with relevant SOPO or SHPO conditions more efficiently and in turn better protect the public of Cumbria.

## Use of Polygraph Testing in MAPPA cases

Lie detectors – or Polygraphs – measure a number of bodily responses, such as blood pressure or sweaty palms, to detect traits associated with lying.

The option to use polygraph tests on high risk sex offenders has been in place since 2007 but it is relatively recently (2014) that mandatory tests can be attached to an offender's release conditions.

In Cumbria both the National Probation Service (NPS) and the Police use Polygraph testing to assist in the management of Category 1 MAPPA eligible offenders.

The NPS have specially trained Offender Managers who can use the equipment and utilise the results to assist in identifying breaches of licence conditions and for formulating robust risk management plans.

The Police in Cumbria have used Polygraph testing, on three occasions to date, on sex offenders who have applied to have their indefinite notification requirements lifted. One offender's application was successful and the other two remain subject to MAPPA management and are still subject to notification requirements.

Although, in England and Wales, results of Polygraph tests cannot be used evidentially at Court it is another useful tool to keep the Cumbrian public safe from re-offending behaviour.

## Polygraph Case Study

The use of Polygraph testing has made a significant difference to the way agencies can monitor the particular risks posed by an individual and therefore strengthen the risk management plan to protect potential victims. An example of this is where Mr X made a number of disclosures about his activities whilst subject to licence conditions during a polygraph test that caused concern that he was trying to avoid being monitored. On that basis, a successful application was made for a bespoke condition to be added to his licence to prevent certain activities, without seeking permission from his supervising officer. By having a number of key agencies involved in managing Mr X through the MAPPA arrangements, intelligence was regularly fed in to and collated by the Probation offender manager to ensure Mr X was abiding by his new condition, which meant there was a reduction in the level of risk posed to the public.

# Case Study - Sexual Risk 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 learning difficulties was under investigation by the Police due to significant concerns regarding his behaviour and the risks he posed to the community.

The information held by the Police showed that this young man befriended much younger children and that he had been trying to manipulate them to send him pictures of a sexual nature and had met with young children where he encouraged the child to engage in sexual activity.

At the time there was not enough evidence to charge Mr X with any of the offences, however due to the information held, Cumbria Constabulary were successful in applying for a Sexual Risk Order.

A Sexual Risk Order (SRO) may be made by the Court against any individual who has not been convicted or cautioned for the offence but who nevertheless is thought to pose a risk of harm to the Public in the UK and/or children or vulnerable adults abroad.

The Court can make an order if it is satisfied that it is necessary for the purpose of protecting the public.

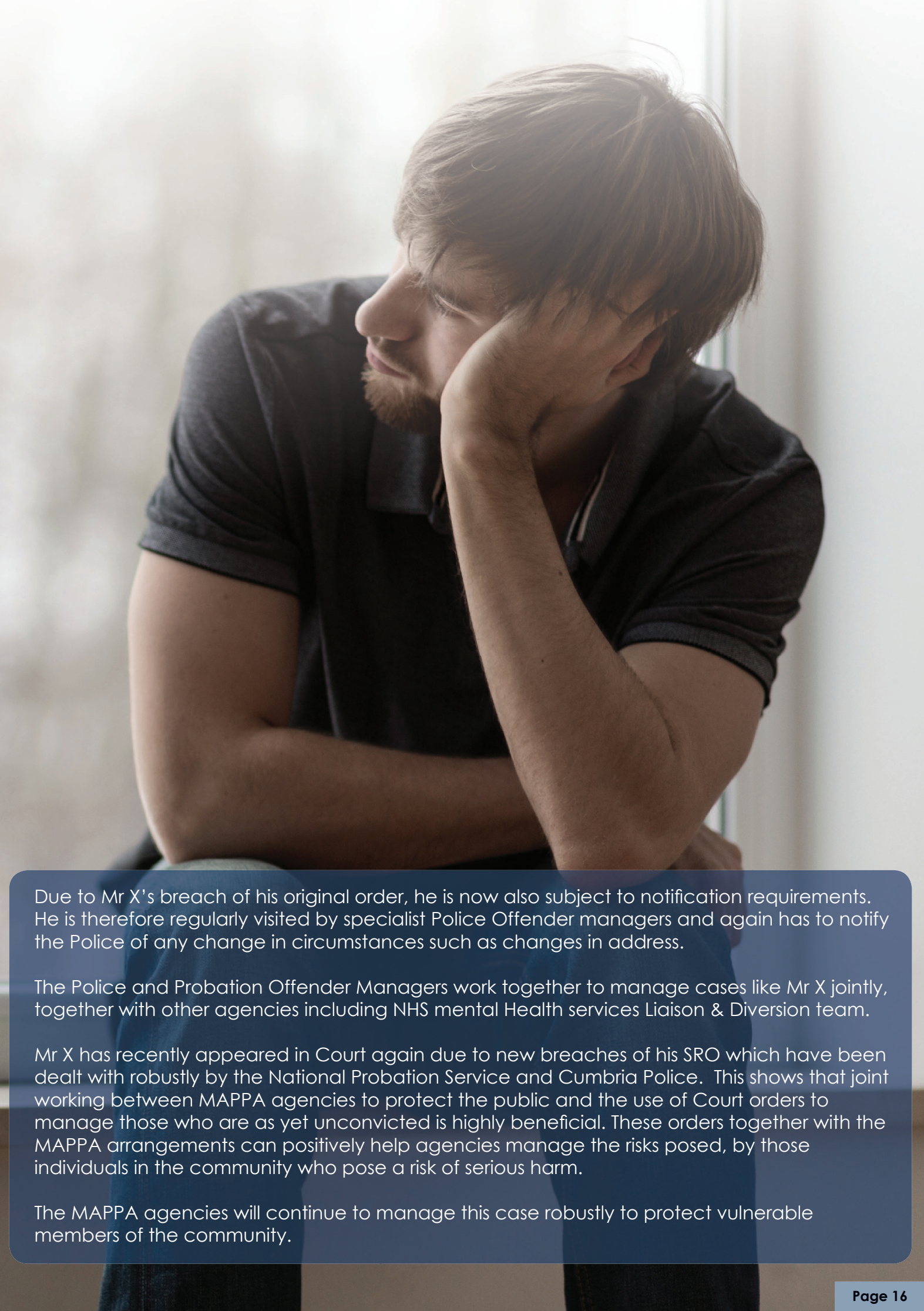
The order entitles the court to prohibit the respondent from doing anything described within the order for example:

- Being in the company of any child or having any contact or communication of any kind with any child, under the age of 16 years
- Residing or staying overnight in the same dwelling where any child under the age of 16 years is also residing or staying overnight.

The order cannot require the subject to comply with conditions requiring positive action, although it does have the effect of requiring the individual to notify the Police of their name and address (this information must be updated annually and whenever the information changes) while the order is in effect.

Breach of a SRO without reasonable excuse, is a criminal offence with a maximum penalty of five years imprisonment. Breach of an order will also make the offender subject to the notification requirements.

Mr X has breached his SRO on numerous occasions for which he has been convicted. He was sentenced by the Court to a community order, which requires the National Probation Service to manage this case whilst Mr X is in the community. He is required to report to a Probation officer regularly and adhere to certain conditions, for example to keep the peace and be of good behaviour and tell his Probation officer about any change of name, address or job. In addition to this Mr X has conditions which support his SRO namely not to be in the company of children etc.



Due to Mr X's breach of his original order, he is now also subject to notification requirements. He is therefore regularly visited by specialist Police Offender managers and again has to notify the Police of any change in circumstances such as changes in address.

The Police and Probation Offender Managers work together to manage cases like Mr X jointly, together with other agencies including NHS mental Health services Liaison & Diversion team.

Mr X has recently appeared in Court again due to new breaches of his SRO which have been dealt with robustly by the National Probation Service and Cumbria Police. This shows that joint working between MAPPA agencies to protect the public and the use of Court orders to manage those who are as yet unconvicted is highly beneficial. These orders together with the MAPPA arrangements can positively help agencies manage the risks posed, by those individuals in the community who pose a risk of serious harm.

The MAPPA agencies will continue to manage this case robustly to protect vulnerable members of the community.

# MAPPA CUMBRIA: STATISTICS

MAPPA-ELIGIBLE OFFENDERS ON 31 MARCH 2019				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	596	191	-	787
Level 2	2	5	1	8
Level 3	0	1	0	1
Total	598	197	1	796

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	6	10	3	19
Level 3	0	1	0	1
Total	6	11	3	20

<b>RSOS CAUTIONED OR CONVICTED FOR BREACH OF NOTIFICATION REQUIREMENTS</b>	14
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<b>RSOs WHO HAVE HAD THEIR LIFE TIME NOTIFICATION REVOKED ON APPLICATION</b>	1
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RESTRICTIVE ORDERS FOR CATEGORY 1 OFFENDERS SHPOs AND NOs IMPOSED BY THE COURTS	
SOPOs	56
SHPO with foreign travel restrictions	0
NOs	0

<b>NUMBER OF PEOPLE WHO BECAME SUBJECT TO NOTIFICATION REQUIREMENTS FOLLOWING A BREACH(ES) OF A SEXUAL RISK ORDER (SRO)</b>	0
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LEVEL 2 AND 3 OFFENDERS RETURNED TO CUSTODY				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
<b>Breach of licence</b>				
Level 2	0	2	1	3
Level 3	0	0	0	0
Total	0	2	1	3
<b>Breach of SOPO/SHPO</b>				
Level 2	12	-	-	12
Level 3	0	-	-	0
Total	12	-	-	12

<b>TOTAL NUMBER OF REGISTERED SEXUAL OFFENDERS PER 100,000 POPULATION</b>	133
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This figure has been calculated using the mid-2018 estimated resident population, published by the Office for National Statistics on 26 June 2019, 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 2019 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2018 to 31 March 2019.

**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 are actually managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

**b** **Registered Sexual Offenders (RSOs)** – those who are required to notify the police of their name, address and other personal details and to notify of any subsequent changes (this is known as the “notification requirement.”) These offenders are assessed and managed by the police. They may also be managed by probation or health services if they are subject to licence or a hospital order. Failure to comply with the notification requirement is a criminal offence that 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. These offenders are assessed and managed by the National Probation Service, Youth Offending Team or Mental Health Services.

**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 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) – (including any additional foreign travel restriction).** Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders. They 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. They 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.

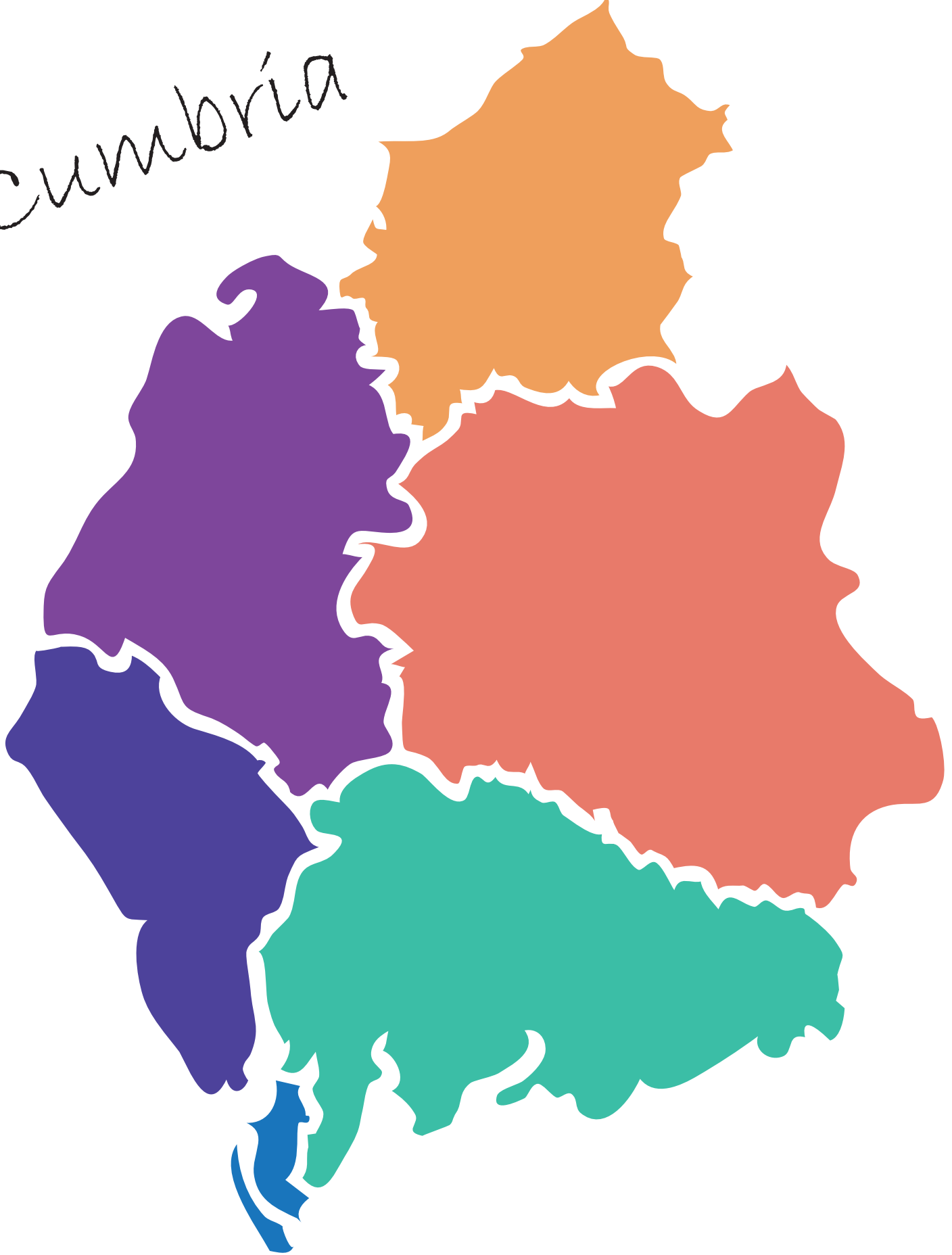
The SRO may be made at the magistrates' court on application by the police or NCA where an individual has committed an act of a sexual nature and the court is satisfied that the person poses a risk of harm to the public in the UK or children or vulnerable adults overseas.

A SRO may prohibit the person from doing anything described in it, including 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).

Cumbria



HM Prison &  
Probation Service

