

Contact Details

Her Majesty's Prison Service
Risk Management Co-ordinator
North West Area Office
Stirling House
Ackhurst Business Park
Chorley
PR7 1NY

Tel: 01257 248600

Cumbria Probation Area
Assistant Chief Officer
(Offender Management)
Lime House, The Green
Wetheral, Carlisle
Cumbria
CA4 8EW

Tel: 01228 560057

Cumbria Police
Detective Superintendent
(Protective Services)
Carleton Hall, Penrith
Cumbria
CA10 1AX

Tel: 0845 33 00 247



WELCOME TO THE SIXTH ANNUAL REPORT ON THE MULTI-AGENCY PUBLIC PROTECTION ARRANGEMENTS IN CUMBRIA

Now in its sixth year, the Cumbria Multi-Agency Public Protection Arrangements (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 the county, 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, working closely with other agencies with a duty to co-operate in managing these offenders.

Public protection continues to receive high profile coverage nationally and remains a challenging issue for Cumbria MAPPA. We accept that the public expects 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 the 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.

In Cumbria, we have developed a strategic plan to outline what the MAPPA will be concentrating on over the next 12 months, including details of how our progress will be monitored. You can find out more about the plan inside this report.

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.



Craig Mackey
Chief Constable
Cumbria Constabulary



Mike Maiden
Chief Probation Officer
National Probation
Service - Cumbria



Ian Lockwood
Assistant Director
HM Prison Service

Ministerial Foreword

These are the sixth MAPPA annual reports, and the first with a foreword by the Ministry of Justice. I want, first of all, to underline the Government's continued commitment to these arrangements. Protecting the public from dangerous offenders is a core aim for the new Department. Just as the effectiveness of MAPPA locally depends on the quality of working relationships, we will work with the Home Office, the Police, and others, to develop the best possible framework within which the MAPPA can operate.

On 13 June, the Government published a Review of the Protection of Children from Sex Offenders. This sets out a programme of actions which include developing the use of drug treatment for sex offenders and piloting the use of compulsory polygraph testing as a risk management tool, enhancements to the regime operating at Approved Premises, and also a range of actions impacting directly upon the way the MAPPA work. I want to highlight two of them here.

Firstly, research tells us that the arrangements are already used successfully to disclose information about dangerous offenders but we think this can be improved upon. MAPPA agencies will be required to consider disclosure in every case. We will pilot a scheme where parents will be able to register a child-protection interest in a named individual with whom they have a personal relationship and who has regular unsupervised access to their child. If that person has convictions for child sex offences and the child is at risk, there will be a presumption that the offences will be disclosed to the parent.

Secondly, as MAPPA has developed over the past 6 years, best practice models have been identified which show that specific roles and approaches are required to ensure it is managed effectively. We are committed to strengthening MAPPA arrangements and ensuring that robust performance management is in place. To achieve this, we intend to introduce new national standards, which will ensure a consistent approach across Areas and we will be making available £1.2million to support Areas in implementing the standards.

We aim to do everything that can reasonably be done to protect people from known, dangerous offenders. We know that there is always room for improvement. I commend this annual report to you as an indication of the commitment, skills and achievements of the professionals, and lay advisers, in managing and monitoring this essential, often difficult area of business.

Maria Eagle MP
Parliamentary Under Secretary of State

Can I Find Out More?

Information about offenders held by MAPPA agencies and shared between them is confidential and is used only as agreed for the purposes of public protection.

There is strong recognition of the detrimental impact that inappropriate disclosure of information can have in relation to the successful management of offenders in the community.

However, there are occasions where as part of a carefully considered risk management plan, there may be a need to disclose information about an offender in the interests of public protection. Disclosure may be to named individual(s) or representative(s) of an organisation, with each case considered on its own merits, taking into account the legality and proportionality of doing so.

Information is considered for release to the media only in exceptional cases, for example if an offender's whereabouts are unknown then we can call on the public for help. A media protocol is in place with local media to assist in accurate reporting.

The Strategic Management Board is working with the media to provide information about the process of managing offenders, including this annual report.

A copy of this report can be found on the Cumbria Constabulary website:
www.cumbria.police.uk

Or in the public protection section of the National Probation website:
www.probation.homeoffice.gov.uk

Alternatively contact the
MAPPA Registrar:
Busher Lodge, 149 Stricklandgate,
Kendal, Cumbria, LA9 4RF
Tel: 01539 723126.

MAPPA Facts and Figures in Cumbria

1. Category 1 MAPPA offenders: Registered Sex Offenders (RSO)

i) The number of Registered Sex Offenders (RSO) in the area on 31 March 2007:

280

ii) Registered Sex Offenders by District of Cumbria (as at 31/03/07):

North	108
South	78
West	94

iii) The number of RSOs per 100,000 population:

50

iv) The number of sex offenders having a registration requirement that were either cautioned or convicted for breaches of the requirements between 1 April 2006 and 31 March 2007:

15

v) The number of Sexual Offences Prevention Orders (SOPOs) applied for and granted between 1 May 2006 & 31 March 2007:

Number applied for:	23
Number Interim Orders made:	2
Number of full SOPOs imposed:	21

vi) The number of Notification Orders applied for and granted between 1 May 2006 and 31 March 2007:

Number applied for:	0
Number Interim Orders made:	0
Number of full SOPOs imposed:	0

vii) The number of Foreign Travel Orders between 1 May 2006 and 31 March 2007:

Number applied for:	0
Number of Foreign Travel Orders imposed:	0

2. Category 2 MAPPA offenders: Violent offenders and Other Sexual Offenders

i) The number of violent offenders and other sexual offenders (Category 2) living in the area between 1 April 2006 and 31 March 2007:

122

3. Category 3 MAPPA offenders: Other Offenders

i) The number of 'other offenders' (Category 3) living in the area between 1 April 2006 and 31 March 2007:

5

4. Offenders managed by at MAPPA Level 3 (MAPPA) and Level 2 (LRMM)

i) For each of the three categories of offenders covered by MAPPA (registered sex offenders, violent and sex offenders and other offenders) the number of offenders that have been managed through MAPPA level 3 and local inter-agency risk management at level 2 between 1 April 2006 and 31 March 2007:

	Category 1 (RSO)	Category 2 (Violent)	Category 3 (Other)
Level 2	38	27	4
Level 3	0	1	1

ii) Of the cases managed at Levels 3 or 2 how many were:

	Returned to Custody for breach of licence	Returned to Custody for breach of a Restraining Order or Sexual Offences Prevention Order (SOPO)	Charged with a further serious sexual or violent offence
Level 2	9	1	1
Level 3	1	0	0

What is MAPPA?

MAPPA stands for Multi-Agency Public Protection Arrangements. It provides the legal framework and guidance for agencies involved in managing people who have committed sexual and violent offences who are living in or returning to live in the community and are considered to present a serious risk of harm to the community.

Under this legislation and guidance, agencies in Cumbria concerned with the management of these offenders work closely together and share information so that the best possible assessment of risk can be made in relation to each offender.

Contrary to what the media would have us believe, most offenders do not present a serious risk of harm to the public. The MAPPA enables resources and attention to be focused on the small percentage of offenders who present the highest risks. Information-sharing and joint working between agencies is key to its effectiveness in developing a risk management plan, which aims to reduce the risks an offender presents and promote a safe and secure environment for the local community.

How MAPPA works

MAPPA deal with the management of sexual and violent offenders convicted by a court of a relevant offence or those whose behaviour poses a significant risk of harm to the public.

After a comprehensive risk assessment, a system comprising of three levels of intervention is used to ensure that those offenders who may pose the highest risk, receive the greatest degree of scrutiny, oversight and management:

What is a risk management plan?

A risk management plan determines what action needs to be taken to minimise the risks posed by a particular individual. The following list is not exhaustive but provides examples of action taken by various agencies –

- Providing increased resources to support victims
- Ensuring offenders are housed in appropriate accommodation including specialist approved premises, whereby their movements and behaviour can be regularly monitored.
- Placing controls on offenders behaviour through strict licence conditions or civil orders e.g. banning contact with certain individuals –particularly victims and imposing restrictions on types of employment.
- Intensive supervision of offenders by a probation case manager / specialist police officer
- Completion of programmes that address the causes of offending behaviour
- Ensuring offenders receive appropriate mental health care
- Support networks involving voluntary agencies
- Electronic tagging of offenders
- Contingency plans and rapid response arrangements made with the local police
- The use of covert police surveillance (in some cases)
- The recall of offenders to prison if licences/orders are breached

Level 1 - Applies to offenders who do not require active multi-agency management and are dealt with by one agency, usually the police or probation service.

Level 2 - Local Risk Management Meeting (LRMM) Where the active involvement of more than one agency is required to manage the offender.

Level 3 - Multi-Agency Public Protection Panel (MAPPA) These meetings are reserved for highest risk offenders (often referred to as the 'critical few') and/or those whose management is complex.

In Cumbria very few offenders are managed at Level 3.

Who is involved in MAPPA?

Many agencies are involved in managing the risks posed by sexual and violent offenders across the area, with Cumbria Constabulary, Cumbria Probation Area and Her Majesty's Prison Service-North West taking the lead. All staff in these agencies contribute towards the MAPPA processes, but some specialists are also involved: -

Police

Since MAPPA was first introduced in 2000 Cumbria Constabulary have worked in close collaboration to robustly monitor and manage those violent and sex offenders living in the community. They have supported the MAPPA process in both reactive and proactive investigations into the activities of the highest risk offenders. A dedicated team of specialist Police officers have worked alongside Probation Service staff to monitor and manage identified offenders to ensure the highest possible protection for the public. These officers are also responsible for maintaining the Sex Offender Register for Cumbria.

More recently Cumbria Constabulary has increased its commitment to this essential area of work by securing additional resources throughout the county.

Probation

The National Probation Service aims to reduce re-offending and to protect victims and potential victims. Cumbria Probation Area staffs make a wide-ranging contribution to MAPPA and are highly skilled in assessing the risks offenders present. They are involved in carrying out risk assessments on all violent and sexual offenders. These assessments contribute to decisions about sentencing and release from prison and influence the level of control placed on offenders and the type of intervention which is made available to enable them to break the pattern of offending. Probation staffs supervise and manage offenders on community orders or those released on licence and where appropriate, provide approved accommodation. The Probation Service takes seriously its authority to return to court or prison any offender who does not co-operate with the terms of their supervision or licence. Contact with victims is another extremely important aspect of the work of the Probation Service. The views of victims are essential to the MAPPA process and victim liaison officers from the Probation Service are able to attend meetings to express those views. Their input can impact upon the risk management plan that is put in place, for example in relation to licence conditions that are imposed.

Prison Service

The Prison Service protects the public by ensuring that those committed by the courts are kept in custody. It also aims to help prisoners adapt to law abiding and useful lives upon their release back into the community.

The Prison Service is increasingly playing an important role in the risk assessment of offenders to ensure protective measures are put in place well before release.

A number of other agencies play a significant role within MAPPA and are actively involved in managing offenders. These agencies have a 'duty to co-operate' with MAPPA under the Criminal Justice Act 2003 and in Cumbria include:-

- Local authority housing
- Education departments
- Children's Social Care Services
- Health Service providers
- Youth Offending Service
- NSPCC

Representatives of other agencies may also be invited to attend MAPPA meetings if they can add to the assessment process or contribute to the risk management planning.

To demonstrate the effectiveness of how agencies work together under the MAPPA process, some of the cases that have been considered at a MAPPA meeting in 2006-07 are outlined over-leaf:

The Strategic Management Board

The work of Cumbria MAPPA is overseen by a Strategic Management Board (SMB), which has senior representatives from the police, probation and prison services, plus representatives from the 'Duty-to-Cooperate' agencies, listed earlier. It also includes two Lay Advisors from the local community who are appointed by the Home Secretary. The Board meets quarterly and ensures that MAPPA is working effectively by monitoring and reviewing existing processes, collating and disseminating best practice and setting objectives for the year ahead.

Who represents me in this?

Cumbria has two lay advisors who sit on the Strategic Management Board. Their role is designed to ensure that a community interest is represented in the work of public protection.

Coming with a wealth of life experience they play a key role in bringing a different perspective to the review and monitoring of MAPPA. Whilst they do not represent the public in the way, for example, that local councillors do in reporting to the local community independently or canvassing community views, they bring the 'ordinary persons' point of view. Crucial to this is their role in challenging the views and perceptions of professionals in relation to what is being done to manage offenders and protect the public.

Eliz and Leo, Lay Advisors, write:

"In the past year in addition to commenting on the processes and procedures of MAPPA we have attended the national lay advisors conference, been consulted on the Serious Case Review Process and received useful training sessions on the role of the Prison Service, the functions of the Parole Board and the important relationship between MAPPA and Victims of Crime. In addition we have been included in all discussions on responses to public protection enquires where MAPPA is involved. It remains clear that the MAPPA process in Cumbria is efficient and effective and that Lay Advisors continue to play a useful role in public protection."

MAPPA facts and figures: an explanation

As in previous years, there has been a slight increase (7.7 %) in the number of registered sex offenders shown to be residing in the community in the reporting year April 2006 to March 2007. This is due to the fact that all relevant offenders are required to register for a minimum of two years, with many being on the register for life. As a result, the numbers of offenders on the register grows each year - without the same number finishing their registration period.

The number of cautions and convictions for registered sex offenders has also slightly increased. This is an important indication of how rigorously police officers are enforcing the requirements of the national Sex Offender Register, and also their willingness to take any and every step necessary within their powers to protect the public.

One of the most positive statistics this year relates to the number of Sex Offender Prevention Orders (SOPOs) imposed by the courts on sex offenders resident in Cumbria. This figure has tripled compared to the number of orders imposed the previous year. Such orders are an essential element in managing the risks posed on such offenders as they can impose additional restrictions on an offenders' behaviour and movements. The increase in the number of SOPOs highlights the importance of such orders and the courts willingness to take on board the recommendations of those professionals working with such offenders.

This year saw a small decrease in the number of MAPPA offenders recalled to prison. This is thought to be linked to the high level of management and intervention that is put in place by the MAPPA agencies, which encourages an increased level of compliance by offenders.

It is not entirely possible to remove the potential for offenders to commit a serious further offence, and this year we have had only one serious further offence. Whilst any serious further offence means personal tragedy for people in our community, this year's figures (representing 1.4% of the total of those managed at MAPPA levels 2 and 3) suggest that MAPPA is generally succeeding in managing those offenders who pose the greatest threat to society. All cases of serious further offending are rigorously reviewed with learning points being addressed by the agencies involved.

What will the MAPPA Strategic Management Board do in the next 12 months?

Cumbria Strategic Management Board (SMB) has a business plan for 2007/8 that breaks down into four areas of work. Over the coming year we plan to achieve the following:

1. MAPPA Development Strategy

- Increase involvement from the community in the MAPPA process by considering the introduction of `Circles of Support and Accountability`, whereby trained members of the community can help reintegrate and monitor offenders.
- Facilitate the introduction of VISOR (The Violent and Sex Offenders Register) into the probation service. This intelligence based system will allow information about certain offenders to be exchanged quickly and securely over a national computer network and also promote increased sharing of relevant information with the police and prison service.
- Identify a business case for `Leisure Watch` in Cumbria; a scheme that seeks to promote community understanding and awareness of public protection in identified leisure facilities.

2 Monitoring and Evaluation Strategy

- Develop local multi-agency arrangements for reviewing those MAPPA offenders who go on to commit a further serious offence, to consider how well the case was managed and if any lessons can be learned for developing practice between agencies.
- Review and improve performance management information systems which ensures that collated information relating to MAPPA cases/workloads is used to allocate sufficient resources and plan more effective responses to public protection.

3 Communications and Strategic Partnership Strategy

- Review and improve the MAPPA annual report as a means of increasing public understanding and engagement.
- Review methods of promoting public awareness of the MAPPA and related multi-agency public protection work.
- Review and develop the role of the Lay Advisor with reference to new national guidelines.

4. Training Strategy

- Review the Area SMB training strategic plan to include development of a MAPPA awareness` training pack which can be delivered to all staffs in various agencies.

Progress towards achieving these aims will be reported in the annual report for 2007/8.

A full copy of the Business Plan can be found at:
www.probation.homeoffice.gov.uk or
www.cumbria.police.uk

Case Study One

A sex offender's release from prison

Background

A 50 year old man had been convicted of indecent assault against his grand-daughter and sentenced to 7 years imprisonment. He also had a previous conviction for another sexual offence against a child.

Risk assessment

During his time in prison the offender had continuously denied his involvement in the offence and had been unwilling to undertake any work designed to help him address his offending behaviour. Having completed the custodial element of his sentence the offender was assessed as continuing to present a high risk of harm to children. At a MAPPA meeting, held prior to his release, further information was received that the offender was also likely to present a risk to his young daughter and ex-partner, who lived away from the area.

Risk management

Plans were made for the case to be closely managed by the MAPPA. The offender was supervised by the Probation Service with a strict set of licence conditions that included; a requirement to live at an Approved Premises whereby his behaviour and movements could be monitored. He also had to report to staff at regular intervals throughout the day and was subject to a nightly curfew.

Further conditions restricted him from having any contact with children, access to certain computer systems and preventing him from undertaking certain jobs and activities.

He was required to attend appointments with his supervising probation officer and was referred for a specialist assessment by the NSPCC.

The offender had to provide his details to the Police as part of his life-long supervision on the Sex Offender Register, and his description and photograph was circulated to the local community officers.

Children's Services attended MAPPA meetings in order to keep up-to-date with the need to take any preventive steps to protect children in the local vicinity

The offender was also subject to a Prohibited Steps Order which prevented him from having any contact with his daughter and ex-partner.

Outcome

The offender remained reluctant to engage in any positive work to address his offending. He attempted to manipulate agencies in order to try and get around the restrictions placed upon him. Ongoing contact with a victim worker and the police raised concerns that the offender was attempting to contact his daughter. By monitoring the offender's mail it was quickly established that he had in fact breached the Prohibited Steps Order and also his licence conditions.

The offender was immediately returned to prison and charged with a criminal offence, which resulted in a further custodial sentence.

When the offender had served his sentence he was no longer subject to supervision therefore could not be required to live at an Approved Premises.

The offender moved away from Cumbria but the MAPPA ensured that his details were passed onto the MAPPA in his new area. The Police can also continue to monitor him as part of his ongoing Sex Offender Registration requirement.

Case Study Two

Tackling mental health issues

Background

A 30 year old man with a history of violence had been convicted of assault and sentenced to a community order. He also had a history of mental health problems. He was referred to the MAPPA as his mental health appeared to be deteriorating, he was starting to lose contact with health services and his probation officer was concerned that the offenders' level of risk was increasing.

Risk assessment

The offender had started to express an intense interest in terrorist activity and an increasing dislike of certain countries and political groups. The concern for the MAPPA was to establish the offender's current state of mind and the reality of him seeking to become involved in terrorist activity.

Risk management

The MAPPA sought the advice of a specialist department of the police who arranged to assess and monitor the offender. The offender was also referred for a further mental health assessment and consideration for possible detention under the Mental Health Act.

The offender was also breached for missing appointments with his probation officer. He was returned to court and as a result stricter monitoring requirements were placed upon him which meant that his officer could have more contact with him.

The MAPPA continued to meet regularly to review his behaviour and assess the findings of the specialists involved with the offender.

Outcome

Following a review of his treatment it proved possible to stabilise the offender in the community. There was no evidence found to suggest that he was planning to engage in terrorist activity but the police continue to monitor any intelligence.

The offender continues to experience regular mood swings which often result in a lack of co-operation with agencies and changes in his demeanour and behaviour which raises the concern of those working with him. The MAPPA continues to meet to monitor risk issues and consider all possible options for reducing the risks this difficult offender presents.

Achievements in 2006/07

Victims - Cumbria Probation Area continues its commitment to supporting victims of crime with victim contact officers attending MAPPA meetings for relevant cases. The importance of the victim perspective to the MAPPA cannot be overstated and is essential in helping agencies to understand the effects of the crime on the individual victim and take this into account when working with the offender and assessing future risk. In assessing statistical returns for the past year, it is recorded that 117 victims, for whom the relevant criteria of category of offence/sentence applied, have been contacted. A subsequent 85 % of those victims accepted the offer of face to face contact and engagement with the continuous service available.

Youth Offending Service - Cumbria Youth Offending Service (CYOS) has developed its working practices in relation to the MAPPA. Whilst only a small number of young people present a serious risk to the public their inclusion within the MAPPA process remains critical. Early intervention and effective risk management of these young people will have a significant impact upon their later life. The identification and management of risk has been the main training issue within CYOS this year with all staff attending specialist training events. CYOS has also devised its own internal risk management policy and MAPPA protocol, which with the help of partner agencies has resulted in the development of enhanced professional practice and skills in the area of public protection work with young people and their families.

Domestic Violence and MAPPA – Cumbria

Constabulary and Cumbria Probation Area are working more closely than ever before with partner agencies to tackle the problem of domestic violence. Throughout the county the following initiatives have been developed:

- The police roll out of Multi-Agency Risk Assessment Conferences (MARACs) with a specific focus on the assessment and ongoing support for victims' needs.
- The introduction of a specialist domestic violence courts which ensure that cases are dealt with swiftly.
- Appointment of Independent Domestic Violence advisors throughout the county.
- Joint work with Children's Services to raise the awareness of domestic violence to school staffs.

Children's Services - Cumbria Children's Services (formerly Education and Children's Social Services) has continued to strengthen its input to public protection arrangements this year. Representation on the MAPPA Strategic Management Board has been increased to include both the senior managers with oversight of safeguarding (child protection) practice in our communities and schools. In turn the Police and Probation leads for public protection are now also members of the multi-agency Cumbria Local Safeguarding Children Board. As a result not only are agencies better able to ensure that vulnerable children are considered as part of the discussions around public protection, but have been also been able to agree more dependable and secure processes for sharing information that will facilitate enhanced protection for children. Cumbria's Joint Area Review of its services for children at the end of 2006 was able to conclude that "multi-agency arrangements for managing offenders who pose risks to children are effective" (Ofsted report)

Mentally Disordered Offenders – During the last year mental health professionals have continued to support and contribute to the MAPPA structure, both at strategic and operational level.

The lack of clear national direction regarding the interface issues between MAPPA and mental health services, together with recent homicide inquiries involving MAPPA subjects with mental health backgrounds stimulated a local Cumbria initiative to develop a multi-agency protocol. New national

MAPPA guidance, to be released in 2007 also includes a direction for areas to develop a local protocol which must include a clear structure of the process to be followed by the mental health professionals and those main agencies working within MAPPA.

The Cumbria protocol also sets out a process of risk assessment and management for those individuals who do not meet the offence criteria for MAPPA, but who nevertheless continue to present a serious risk of harm to others e.g. certain patients sectioned under the Mental Health Act. This process determines whether an individual requires clinical treatment, with an appropriate level of security within a mental health facility or a community placement with a structured multi-agency management plan.

Haverigg Prison - The Public Protection team at HMP Haverigg is now a well established inter-agency group comprising National Probation Service-Cumbria, Prison Service, a Police Liaison officer and Healthcare. All new prisoners are screened as to the level of risk of serious harm they present and reviewed by the Public Protection team on a regular basis. Members of the team regularly attend community based MAPPA meetings and their contributions concerning custodial behaviour and further assessments are considered valuable in the development of safe release plans. Public protection has become the focus of Offender Development Boards held with all new prisoners to ensure that they are thoroughly risk assessed before being allocated to employment, training or educational activities. A recent national prison inspection concluded that HMP Haverigg has demonstrated best practice in the area of prison security and public protection work.