

Institution: De Montfort University		
Unit of Assessment: 20		
Title of case study: The Community Management of High-Risk Offenders		
Period when the underpinning research was undertaken: January 2001–December 2017		
Details of staff conducting the underpinning research from the submitting unit:		
Name(s):	Role(s) (e.g. job title):	Period(s) employed by submitting HEI:
Professor Hazel Kemshall	Community and Criminal Justice, HASS	1 January 1998–present
Period when the claimed impact occurred: January 2014–December 2020		
Is this case study continued from a case study submitted in 2014? N		
1. Summary of the impact		
<p>The effective community management of high-risk sexual and violent offenders poses challenges to criminal justice agencies, not just in the UK but globally, as sexual and violent crime has become increasingly mobile. Kemshall's research has directly informed multi-agency decision-making by providing a new practice model; enabled UK criminal justice agencies to develop policies for work with high-risk offenders through guidance; and aided the European Union (EU), Member States and Europe-wide organisations such as EuroPris(on) to improve practice through practice manuals, reviews of current information exchange mechanisms and underpinning EU directives on the management of sexual offenders.</p>		
2. Underpinning research		
<p>The research has two key strands: (1) developing and evaluating a more robust risk-assessment framework for use in UK-wide multi-agency settings; and (2) improving cross-border information exchange and management of high-risk offenders within the EU.</p>		
(1) DEVELOPING AND EVALUATING A MORE ROBUST RISK-ASSESSMENT FRAMEWORK FOR USE IN UK-WIDE MULTI-AGENCY SETTINGS		
<p>Following three process evaluation studies of multi-agency arrangements for high-risk offenders [e.g. R1], and HMI Probation Inspection reports, a pilot was conducted in the Leicestershire Multi-Agency Public Protection Arrangements (MAPPA) area in 2010. This developed an alternative approach to multi-agency information exchange, assessment and management planning in order to enhance effectiveness [P2, R2, R3]. The evaluation of the pilot found improvements in both the exchange of risk-assessment information, and in risk-management planning, supported by case audits and practitioner and offender feedback [R3]. Five further pilots were evaluated between 2010 and 2015, and the model was extended nationally by the National Offender Management Service in 2015 [P7].</p>		
<p>Research in Scotland reviewing risk-assessment tools and developing criteria for the adoption of a risk-assessment tool also aided the extension of Scottish MAPPA from sexual offenders to include violent offenders [P3]. The model was extended to Northern Ireland in a review of risk of harm procedures and training of all probation managers in 2015–2016. The risk-assessment model was adapted to firearms certification in Dyfed Powys Police force in 2018; and to Parole Board decision-making in 2016.</p>		
<p>In addition, a Ministry of Justice–funded evaluation of Circles of Support and Accountability (CoSA) [P1] focused on the added-value provided by CoSA to the effective community</p>		

management of sexual offenders by statutory services, with data collected on the most effective interventions to safely integrate such offenders into the community [R2, R4]. This research was extended by projects on disclosure and community reintegration of sex offenders [P5, P6].

(2) IMPROVING CROSS-BORDER INFORMATION EXCHANGE AND MANAGEMENT OF HIGH-RISK OFFENDERS WITHIN THE EUROPEAN UNION

This multi-agency research was extended to the European context via an EU grant to investigate information exchange and management processes across the 28 Member States. A series of high-profile cases arising from offences committed by sexual and violent offenders who had travelled across borders within the EU prompted this investigation. The research found serious ideological, practical and judicial barriers to information exchange and management across borders, alongside deficits in practitioners' knowledge of risk-assessment tools and processes [P4, R5]. The research produced a mapping report on all information systems and their effectiveness for use by police personnel, a field report on barriers and deficits with recommendations for change, and guidance to improve practice across the 28 Member States, supported by two literature reviews on best practice.

Improving international responses to sexual offenders was extended through a Leverhulme network involving 5 countries and 46 NGOs focusing on effective practice in the community management of sexual offenders including across borders [P6]. The Leverhulme research also included an international review of the effectiveness of public awareness campaigns in reducing child sexual abuse [R6].

3. References to the research

Grants were awarded by ESRC, Leverhulme, Home Office, Ministry of Justice, National Offender Management Service, Risk Management Authority and the EU following a rigorous process of peer review by the respective funders. Publications were subject to peer review.

- [R1] Kemshall, H., Mackenzie, G. and Wood, J. (2005) *Strengthening Multi-Agency Public Protection Arrangements (MAPPAs)*, Home Office Development and Practice Report 45, London: Home Office; <https://www.bl.uk/collection-items/strengthening-multiagency-public-protection-arrangements-mappas>
- [R2] Kemshall, H. (2014) 'Public protection: what works in the safe management of sexual offenders', *Irish Probation Journal*, 11: 103–112; <http://www.probation.ie/en/PB/Pages/WP16000153>
- [R3] Hilder, S. and Kemshall, H. (2013) 'Multi-agency approaches to effective risk management in the community in England and Wales', in L.A. Craig, L. Dixon and T.A. Gannon (eds) *What Works in Offender Rehabilitation: An Evidence-Based Approach to Assessment and Treatment Paperback*, Chichester: Wiley Blackwell, pp 436–451; ISBN 9781119974574
- [R4] McCartan, K. and Kemshall, H. (2015) 'Sex offender (re)integration into the community: realities and challenges', *Journal of Sexual Aggression*, 21(1): 1–3. Editorial for special issue, <http://www.tandfonline.com/doi/full/10.1080/13552600.2014.967606>
- [R5] Kemshall, H., Hilder, S., Kelly, G., Wilkinson, B. and Westwood, S. (2015) 'Serious offending by mobile European criminals: comparative field work report', SVDV Research Group, De Montfort University Sexual Violence and Domestic Violence Research Network; <http://www.svdv.org.uk/somec-project/>
- [R6] Kemshall, H. and Moulden, H.M. (2017) 'Communicating about child sexual abuse with the public: learning the lessons from public awareness campaigns', *Journal of Sexual Aggression*, 23(2): 124–138; <https://doi.org/10.1080/13552600.2016.1222004>

RELEVANT PROJECTS

- [P1] Evaluation of Circles of Support and Accountability (with McCartan at UWE), Ministry of Justice, 2012–2013: GBP55,150.
- [P2] Improving Risk Management Planning, Leicestershire MAPPA, 2012: GBP5,000.

- [P3] Review of Risk Assessment Tools, Risk Management Authority, Scotland, 2012: GBP9,500.
- [P4] Serious Offending by Mobile European Criminals (SOMECE), EU Action Grant, 'Prevention of and Fight Against Crime', ISEC, 2011/AG/4000002521, Partner and Leading Research Stream, 2013–2015: EUR188,000 (GBP167,470).
- [P5] Sex Offender Public Disclosure – Learning from the UK pilots and international research. Co-investigator, ESRC 2012–2013; https://www2.uwe.ac.uk/faculties/HLS/research/Documents/sex_offender_public_disclosure_learning_from_the_uk_pilots_and_international_research.pdf
- [P6] McCartan, K.F., Kemshall, H., Wilson, R., Volganag, B., Bryne, J. and Harris, A. (2014) 'Community engagement and partnership working in facilitating sex offender reintegration', Leverhulme International Networks Grant (Kemshall Co-Investigator): GBP52,454; <http://www1.uwe.ac.uk/hls/research/offenderengagement.aspx>
- [P7] Implementing Four Pillars of Risk Management in MAPPA. National Offender Management Service 2014–2015: GBP6,000.
- [P8] Implementing Four Pillars of Risk Management in MARACs, North Wales Police, 2015–2016: GBP6,500.
- [P9] Improving risk management for release, HMP Northumberland, SODEXO, 2015–2016: GBP2,000.
- [P10] Implementing Four Pillars of Risk Management for G4S Care and Justice Services, Wales 2016: GBP6,500.

4. Details of the impact

Impact has occurred in three main areas: risk-assessment practice and procedures; improvements in multi-agency management of serious offenders; and cross-national management of high-risk sexual and violent offenders, particularly in the EU. All three areas are underpinned by a common focus on improving public safety.

(1) IMPROVING RISK ASSESSMENT

In 2016 a new risk-assessment process based upon Kemshall's research and training was adopted into Parole Board guidance for England and Wales and is used by 220 people (Parole Board members) in 700 oral hearings per month and applied to 24,000 cases per year, improving decisions about safe release of offenders.

[T]he material can now be incorporated into written guidance on risk assessment that is available to the entire Parole Board membership ... The material will improve members' understanding of risk and their ability to carry out effective risk assessments of prisoners. Ultimately it will inform Parole Board decision-making about whether to direct an offender's release from custody [C1]

G4S drug services in Wales (Dyfodol) have used the new assessment model to increase the rigour of risk assessment and enhance the effectiveness of the management of persistent drug users in Wales, and those in custody in HMP Parc. Revised assessment procedures were produced with a stronger focus on risk factors and the use of more effective risk-management strategies. This has benefited the decision-making process of 59 people (case workers) resulting in more robust assessment, and has benefited 600 cases / drug dependent service users per month during 2016 and 2017 [C2], resulting in better treatment management and use of interventions. The assessment model is still in use.

The consultancy has helped us to review 'front end' assessment process and to challenge our thinking about safe, effective and efficient information gathering and exchange. It has also enabled us to achieve our aim of addressing ways to undertake more collaborative safety planning involving increased self-assessment by service users and increased ownership of treatment/care planning. [C2]

(2) IMPROVEMENTS IN MULTI-AGENCY WORKING

In 2014 a pilot study in Leicestershire MAPPA implemented an alternative approach to the community management of high-risk sexual and violent offenders [P2]. This 'Four Pillars' approach was extended to 5 pilot areas and then nationally in 2015 by the National Offender Management Service [P7]. It was embedded into mandatory national guidance in 2016 covering 76,794 cases and is still in current use [C3]. The approach was extended to Northern Ireland in 2016 with 280 staff using the model on 360 cases, resulting in more rigorous assessment procedures which are currently still in place [C3].

Participants found the content to be relevant to their practice, ... in chairing risk-management meetings, and devising risk-management plans. Senior managers found it useful in reviewing policy and procedure. Prof Kemshall's input has assisted PBNi in reviewing its risk of serious harm procedures and has improved the practice of middle managers. [C3]

The approach was also used by Her Majesty's Inspectorate of Probation to evaluate the quality of public protection [C3]. Dyfed Powys Police have extended the model to firearms certificate assessment in 2018 (24,000 cases per annum), introducing a new risk-assessment framework that was scheduled to be extended nationally during 2020 [C4]; however, Covid-19 has delayed this until 2021. Dyfed Police have also eliminated all Serious Case Review re-offences on high-risk cases over the four-year pilot period. The model forms the basis of the HMPPS *Risk of Serious Harm Guidance* (2020) [C5] for use by 15,000 HMPPS staff [C5].

(3) INTERNATIONAL POLICY AND PRACTICE CHANGE

The EU-funded research on Serious Offending by Mobile European Criminals (SOMECE) produced a report mapping the information exchange systems available to police officers across Europe for use by Europol (European policing), EuroPris (European Prisons), Member States, and a guidance manual for police, prison and probation staff across the EU [C6]. The guidance directly informed how prisons across Europe standardised risk assessment including for release [C7]. The UK Home Office has used the research since 2016 to raise the quality of information exchange on violent and sexual offenders who travel to the UK [C8]. The SOMECE research has also been used to change policy on sex offenders travelling abroad from the Netherlands as part of a global study into offenders on the move, and to combat sexual abuse of children under trafficking or sexual tourism [C9]. It has been cited in a European Parliamentary Research Service review of *EU Directive on Combating Sexual Abuse of Children: European Implementation Assessment Report 2017* [C10]. The authors use the SOMECE *What Works in Work with Violent Offenders: An Overview Report* to identify evidence for those interventions most likely to reduce violent offending [C10, footnote 110, 112, p 36; footnote 115, p 37]. In reviewing obstacles to effective information exchange on serious offenders who travel around the EU the *Implementation Assessment Report* drew on SOMECE research data on the use of the European Criminal Records Information System (ECRIS) to identify key difficulties with the effective operation of the system [C10, footnote 158, p 46]. They also drew on SOMECE data in respect of differences in conducting risk assessments across European probation services [C10, footnote, p 46]. EU Implementation Assessment Reports are used by the EU to measure whether directives are being appropriately and effectively implemented, and in this case to determine whether the EU Directive to all 28 Member States is effectively combating sexual abuse of children across the EU.

5. Sources to corroborate the impact

- [C1] Parole Board letter, 14 December 2016.
- [C2] Feedback G4S Dyfodol services, October 2016.
- [C3] Multi-agency public protection arrangements (MAPPA) Guidance 2012, v4.4 (updated 2019), pp 64–69; [https://mappa.justice.gov.uk/gf2.ti/f/597826/41211397.2/PDF/-/MAPP Manual of Practice Guidance, Revised March 2016, PPANI, pp 11, 28, 34.](https://mappa.justice.gov.uk/gf2.ti/f/597826/41211397.2/PDF/-/MAPP%20Manual%20of%20Practice%20Guidance,%20Revised%20March%202016,%20PPANI,%20pp%2011,%2028,%2034)
https://www.publicprotectionni.com/app/uploads/2018/04/PPANI_MoP_2016.pdf

PBNI Letter, 27, January, 2017. Re: Prof Hazel Kemshall and risk of serious harm procedures, from Assistant Director. Confirms impact on training, practice and procedure review.

HMIP (2018) *Quality of public protection work. Research and Analysis, 2018/02*, p 4; <https://www.justiceinspectors.gov.uk/hmiprobation/wp-content/uploads/sites/5/2018/10/2018-02-The-quality-of-public-protection-work-probation-services.pdf>

[C4] Dyfed Powys Police, email 28 May 2018 to DMU confirming Fire Arms review, improvement and impact.

[C5] HMPPS Risk of Serious Harm Guidance 2020; <https://www.gov.uk/government/publications/hmppps-risk-of-serious-harm-guidance-2020>

Cindy Keehner, Her Majesty's Prison Service, email re RoSH Guidance, 2020, confirming 15,000 staff to use guidance from March 2020.

[C6] Hilder, S. and Kemshall, H. (2014) *Serious Offending by Mobile European Criminals (SOMECE): Mapping Report on Existing EU Information Exchange Systems*, <https://www.dora.dmu.ac.uk/xmlui/handle/2086/12148>

[C7] Kemshall, H., Kelly, G., Wilkinson, B. and Hilder, S. (2015) *Offender Management Guidance in Work with Serious Violent or Sexual Offenders Who Are Mobile Across the EU*, <http://www.europris.org/file/offender-management-user-guidance-somec>

Kemshall, H. (2017) Standards in Risk Assessment: Risk and Needs workshop, EuroPris, Brussels; <https://www.europris.org/events/risk-and-needs-assessment-workshop/>

EuroPris: Promoting Professional Prison Practice. The Management of Serious Violent and Sexual Offenders who are mobile across the EU: The Challenge of Mobile Offenders (2015); <https://www.europris.org/file/the-management-of-serious-violent-or-sexual-offenders-who-are-mobile-across-the-european-union-the-challenge-of-mobile-offenders>

[C8] GOV.UK (2016) 'New report promotes joined up working on serious offenders', 21 January 2016; <https://www.gov.uk/government/news/new-report-promotes-joined-up-working-on-serious-offenders>

[C9] National Rapporteur on Trafficking in Human Beings and Sexual Violence against Children (2016) Governments' responsibilities as countries of demand, supply and/or victimisation', May 2016, p 6; <http://www.protectingchildrenintourism.org/wp-content/uploads/2018/05/National-Rapporteur-on-Trafficking.pdf>

[C10] European Parliamentary Research Service, Scherrer, A. and van Ballegooji, W. (2017) *Combating Sexual Abuse of Children Directive 2011/93/EU Implementation Assessment Report*, European Parliament, April 2017, PE598.614; [http://www.europarl.europa.eu/RegData/etudes/STUD/2017/598614/EPRS_STU\(2017\)598614_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/STUD/2017/598614/EPRS_STU(2017)598614_EN.pdf)