



Multi Agency Public Protection Arrangements

BEDFORDSHIRE



Annual Report

Introduction

Dr Jacqueline Sebire
Assistant Chief Constable
Bedfordshire Police



I have had the pleasure of being the chair of the MAPPAs Strategic Board for the last three years and whilst writing the forward to this 2019 report it provides me a moment to reflect on the progress the board has made.

The SMB continues to be responsible for scrutinising arrangements across the county. The Responsible Authorities in MAPPAs, Police, National Probation Service and Prisons, continue to focus on the key priority of protecting the public from harm assisted by organisations which have a 'duty to cooperate' with MAPPAs. This report will outline some of the challenges we have faced as a county, how the board has held partners to account as well as highlight the positive progress and good practice Bedfordshire has made in the management of offenders through the MAPPAs process.

This year we have seen the impact of the increase in violent crime and county lines reflected in the cohort of MAPPAs offenders. The impact of austerity continues to effect all public services and it has never been more important to cooperate to ensure public safety. The complex political and geographical

boundaries within Bedfordshire has a times proved challenging delivering a Pan Bedfordshire service however the strength of positivity of our partnership continues to grow as we seek to overcome these factors and for me this is a key success of our working relationships.

Making our communities safer and protecting its most vulnerable members remain the key goals of the constituent members of MAPPAs, something which goes to our very purpose. Our operating environment has continued to challenge each and every one of us.

The prospect of rolling back austerity for some of our agencies, welcome as that may be, will not repair damaged lives, nor provide the resources needed by our other partners to tackle the causes and consequences of that harm. That is why we will continue to maximise the benefits of closely working together. The MAPPAs model, with its duty to co-operate, is an exemplar for what can be achieved and one The Government is seeking to emulate to tackle Serious Violence. There is much that can be learnt from the close and effective way MAPPAs partners have approached their task this year: the added value from information-sharing, including cross-partner IT platforms like VISOR; encouraging offenders to turn their lives around by looking at their overall circumstances, and; putting resources to assessed risk level.

Our model does not sit still. We are making strong inroads into local Serious Youth Violence through the local panels and will continue to strive to improve their effectiveness by making best use of what MAPPAs can bring to this. That is one example of the changing make-up of offenders managed in Bedfordshire MAPPAs. The model offers the opportunity to address the most serious harms, including members of Organised Crime Groups (OCG).

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 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	597	254	--	851
Level 2	4	6	5	15
Level 3	0	0	0	0
Total	601	260	5	866

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	28	62	16	106
Level 3	5	11	8	24
Total	33	73	24	130

RSOs cautioned or convicted for breach of notification requirements	43
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RSOs who have had their life time notification revoked on application	2
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	50
SHPO with foreign travel restriction	0
NOs	3

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	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
Breach of licence				
Level 2	4	13	0	17
Level 3	1	0	0	1
Total	5	13	0	18
Breach of SOPO				
Level 2	0	-	-	0
Level 3	1	-	-	1
Total	1	-	-	1

Total number of Registered Sexual Offenders per 100,000 population	104
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This figure has been calculated using the Mid-2018 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics, excluding those aged less than ten years of age.

Explanation commentary on statistical tables

MAPPA background

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. These offenders are assessed and managed by whichever agency has the primary responsibility for them.

(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.

(h) Sexual Risk Order (including 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).

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 full notification requirements.

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

(i) Lifetime notification requirements revoked on application

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place that allows qualifying sex offenders to apply for a review of their notification requirements. Persons do not come off the register automatically. Qualifying offenders may submit an application to the police to review their indefinite notification requirements. The police review the application and decide whether to revoke the notification requirements. This decision is made at the rank of Superintendent. Those who continue to pose a significant risk will remain on the register for life, if necessary.

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

Bedfordshire MAPPA

Charlotte O'Brien MSc

MAPPA Co-ordinator Bedfordshire

I have had the pleasure, now, of being the MAPPA co-ordinator and chair for the last 12 months and as I sit to write, I am afforded time to reflect on the journey MAPPA Bedfordshire has been on.

Bedfordshire MAPPA meets most weeks at the two largest towns in the county – Bedford and Luton. The panels have standing members from Probation, Children's Services, Police, Mental Health and Housing. Other agencies attend on a case by case basis as largely consist of Adult Social Care and the Home Office.

Most of the referrals to the panels come from Probation Officers but Mental Health Services and the Luton and Bedfordshire Youth Offending Services also make referrals.

Most cases referred to the Panels are due for release from custody within six months and the Panels meet to devise a comprehensive Risk Management Plan to protect the public and encourage offenders to turn their lives around.

The information each agency brings to the meetings is crucial to assessing risk and the power of many agencies working together to manage identified risks is what makes it possible to have successful outcomes.

In times of austerity, agencies can find it more difficult to commit resources to attending MAPPA, but it remains the case that what can be achieved by agencies working together far outweighs what they can do alone. We thank partner agencies in Bedfordshire for their ongoing support to MAPPA.

Looking ahead, our Business Plan concentrates on maximising and focusing resources to ensure they are in the right places for our most harmful offenders. There is a continued focus on building, developing and maintaining support from our duty to co-operate agencies. Lastly a focus on how we can work pro-actively together to reduce harm in relation to our Organised Crime Gang and Extremism Cohorts.



Bedford river in Autumn

Bedfordshire MAPPA

National Probation Service

Alison Harding

Head of Local Delivery unit

The aim of the National Probation Service (NPS) is to protect the public, reduce reoffending and support victims and our purpose is to prevent victims by changing lives.

The NPS supervises high risk of serious harm offenders, subject to Community Orders made by the Courts or on licence following release from prison. It is this latter group, offenders who have come out of prison and must serve the remaining part of their sentence under strict licence conditions in the community, who are most likely to be referred into MAPPA. This is because multi-agency management can deliver a more co-ordinated and joined up response to managing risk of serious harm, reducing offending and protecting victims.

The NPS in Bedfordshire recognises that the time and resources of our partners are finite, as are ours, and because of this we endeavour to use MAPPA arrangements for the most complex and challenging cases where we think a partnership approach will add real value, will enhance public protection and protect victims. To this end over the course of the past year we have:

- Delivered refresher briefings to all our Offender Managers on MAPPA arrangements, with a focus on best practice
- Improved the quality of referrals into MAPPA by receiving and learning from feedback

We also have plans to further improve our screening of offenders to identify those who need to be referred into MAPPA for multi-agency management at Level 2 or 3. A recent HMIP Inspection of the NPS South East and Eastern Division, of which Bedfordshire is a part, identified these screening arrangements (called Level 1 Reviews) as inconsistent across the Division and recommended development and implementation of one consistent approach. This will be implemented in Bedfordshire when that approach has been agreed.

An example of a case managed by the NPS and referred into MAPPA for multi-agency management is provided below to illustrate how MAPPA can work to support the management of a difficult offender, to protect the public and to prevent victims:

Mr B was a registered sex offender, convicted of serious sexual and violent offences for which he served a lengthy prison sentence. He was released subject to an extended licence period, it being recognised by the judge that a longer than usual period of supervision in the community after release would be required. After his release, Mr B was recalled to prison because he did not adhere to his licence conditions, and he was released for a second time in 2017.

Things progressed well during the first year following release: Mr B lived in Approved Premises before being allowed to return to live with family. However, his Offender Manager became concerned about his behaviour and polygraph (lie detection) testing suggested a lack of honesty in what he was saying about his circumstances. Actions were taken by the NPS – an exclusion zone was re-instated; a warning was issued and there was close liaison between the offender manager and the police. When it emerged that Mr B had formed a relationship with another adult who had vulnerabilities, it was decided to refer into MAPPA so that the risk management plan would become truly multi-agency. This was deemed necessary given the complexity of the case, the rapidly evolving situation and the potential high risk of serious harm to the public. MAPPA involvement ensured senior management oversight of the additional measures put in place to keep the public safe, such as use of an electronic tag and placement of Mr B in Approved Premises. Ultimately, Mr B was recalled to prison because his behaviour continued to deteriorate. However, whilst he remained in the community, MAPPA oversight of Mr B ensured that there was a robust, multi-agency plan in place to manage the risks and to protect the public.

Bedfordshire MAPPA

Bedfordshire Police

Detective Inspector Jackie Holmes

Police Offender Management

Bedfordshire Police continue to have significant input into MAPPA. This year, managing some very high-risk cases within the MAPPA process. We dedicate a Detective Sergeant from the offender management unit to every MAPPA meeting across Bedfordshire. We have recently rolled out a new concept, allocating an Offender Manager to every MAPPA nominal. This allows timely intelligence sharing, a partnership approach to managing offenders and improved risk management.

Imaginative and determined use of our combined resources will deliver public safety: a MAPPA subject was considered such a high risk upon release that a surveillance team was deployed to monitor their adherence to a Sexual Harm Prevention Order. Within a month, they were observed in circumstances indicating such a threat that they were arrested, resentenced and made subject of a hospital order. Another example is that of a member of an OCG involved in drug supply and child sexual exploitation. They presented significant complexity around managing their license conditions. An interim Sexual Risk Order was obtained whose breach was evidenced through integrated intelligence development and fostering the trust of potential victims. The subject has now been charged and recalled to prison.



This is a fantastic result and reflects some very intensive and hard work by our team. We knew that both were a risk when in our community, which is why we dedicated so many resources to these cases and acted swiftly to prevent any risk of reoffending.



Luton Crown Court

Bedfordshire MAPPA

HMP Bedford

SPO Jay Ali

Governor Nicholas Long

As a Category B local prison, HMP Bedford services the Courts of Luton, St Albans and Hatfield. On occasions, residents are also brought from London courts. HMP Bedford accommodates, predominantly, short stay prisoners. This is either because their sentence is short (less than 12 months), or they are moved on to a more appropriate establishment. Typically, around 80% of residents stay for less than 6 months. Approximately a third of residents are on remand. The short length of stay means that there is a high turnover for example in 2017-18 over 3,000 residents went through the establishment.

Risk Management and Public Protection are core principles that run as a common thread through the day to day operations of the Offender Management Unit (OMU) at HMP Bedford. All staff contribute daily to effective sentence planning, sentence delivery, rehabilitation and pre-release preparation work. Local processes include fortnightly Inter Departmental Risk Management Team (IRMT) meetings which have a standing agenda item around MAPPA notification and high-risk releases prompting referrals at an early stage into MAPPA.

HMP Bedford works closely with MAPPA arrangements and contributes directly on an operational level through sharing risk assessment, through collaboration in risk management and information sharing as well as active involvement on a strategic level in MAPPA SMB's.

Offender Manager's participate in all MAPPA meetings and prepare a MAPPA F report's providing an update around positive and negative behaviour, progression, observations around interactions with staff and during supervision sessions as well as any other pertinent information relevant to the risk management process.

HMP Bedford is in the final stages of rolling out the Key Worker Scheme under the Offender Management in Custody (OMiC) model. OMiC transfers responsibility for offender management for those in custody, from the community and into prisons making Governors accountable for the quality and delivery of prison offender management. The focus of the Key Worker role is to reduce the negative effects of imprisonment. A Key Worker will meet regularly (weekly or fortnightly) with the residents they have responsibility for. Key Workers encourage individuals to take responsibility for their progression plan in custody. The progression plan has been introduced to help residents progress and will be owned by them. Key Worker sessions are a supportive meeting to review progress, identify any barriers or obstacles and agree/identify new goals. These regular meetings help build supportive relationships.



The Key Worker raises issues of consistent concern about anyone on their caseload with their Offender Manager and/or Offender Management Unit staff who will assess any additional need. The Key Worker also provides updates which can be shared with the Community Offender Manager to support home detention curfew (HDC), release on temporary licence (ROTL) and any MAPPA considerations, and to help plan release.

Bedfordshire MAPPA

Youth Offending Services in Bedfordshire

Luton YOS

David Collins

Service Manager

Luton Youth Offending Service (LYOS) is a multi-agency service with member of seconded staff from local authority; Police; National Probation Service and Health. In Luton the Targeted Youth Service (TYS) is attached to the YOS and has access to the specialist workers for referral, assessment and direct access to services for cases open to TYS. The Service works with children and young people subject to statutory court orders, diversion programmes or prevention programmes.

Tackling youth and young adult serious violence and exploitation continues to be a priority and LYOS continues to co-ordinate the multi-agency gang panel (MAGPan) to ensure that young people with the potential to become involved in gang related behaviour are being identified early enough to offer preventative intervention. It is widely recognised that any approach to tackling gang associated behaviour and serious violence must encompass a multi-agency approach. LYOS understands that no one agency holds all of the relevant information, knowledge and experience to tackle these issues alone.

The MAGPan has developed to provide the forum for earlier intervention, outside of existing safeguarding thresholds, working to the principles of Contextual Safeguarding, an approach to understanding, and responding to, young people's experiences of significant harm beyond their families. The MAGPan exists to co-ordinate appropriate, intelligence-led and evidence based multi-agency partnership interventions with individuals who are involved in, at risk of involvement in or directly affected by serious violence and gang related activity across Luton.

A high number of the prevention cases are children and young people allocated through MAGPan and despite the fact that they are not subject to statutory orders, they present a risk of offending and a risk of harm through their gang associated behaviour. Given the risks presented by this cohort, all could be essentially

construed as MAPPA Cat 3 cases. However, it is unrealistic to refer the number of cases that this cohort represents into MAPPA therefore, the MAPPA coordinator attends MAGPan to maintain an overview of the cases being discussed. Should a case need to be referred into MAPPA, this action would be expedited through MAGPan.



Young people who are MAPPA level 1 are managed within the service and in some cases in partnership with Children's Social Care. All statutory cases are subject to review depending on the risk levels within the Risk Management Panel (RMP) which is held weekly. Additionally, all gang associated cases are reviewed monthly at the MAGPan. There is a standing agenda item on the weekly managers meeting to discuss MAPPA particularly around any potential category 3 cases being managed within the YOS. If necessary, referrals are made to MAPPA level 2/3 via the MAPPA co-ordinator. Where there are YOS cases presented at MAPPA panels, the referring case manager and respective Operations Manager (usually the Line Manager) will be in attendance to ensure that the panel is given accurate information regarding the case. Equally if the child or young person is an open case to children social care, the Social Worker will also be invited to attend alongside YOS staff.

The MAPPA Serious Further Offence (SFO) Notification and Review procedure is written within the YOS Community Safeguarding or Public Protection Reporting Policy and Procedure in Luton. YOS staff notify an Operations Manager who will clarify whether the offence constitutes a SFO in the first instance. The

The YOS Head of Service is a member of the MAPPA Strategic Management Board. LYOS continually strives to ensure that goals are consistently being met in an effective and efficient manner. We aim to align our resources, systems and staff to meet our strategic objectives and priorities and youth justice is a thread running through the statutory plans of a multitude of agencies within Luton. The Service is proud of its achievements to enable strong outcomes for children, young people, families and victims of youth crime alongside a history of high performance. However, with reducing budgets and resources it is paramount priority to ensure we are well placed to maintain this through an enhanced understanding of these dual outcomes and the evolving national context and local challenges. Strategically and operationally, the YOS has strong links with a large number of partners to address the risk children and young people present to the community and to promote protective factors to maintain their safety and well-being.

Bedford YOS Service Manager Pat Jennings

Youth offending services are part of local councils, Bedfordshire YOS (BYOS is a shared service between Bedford Borough Council (BBC) and Central Bedfordshire Council (CBC) and is hosted by BBC and it is independent from the police and the courts. BYOS like other YOS's are multi-agency teams as created by the Crime and Disorder Act 1998. The service has the following secondees:

- Mental and General Health Nurses (2)
- Probation Officers (1.5)
- Police Officers (2)
- Social Workers (8)

In addition, the service has 23 members of staff whom undertake a variety of roles including victim support;

Case Manager completes the SFO notification documentation and forward to the Operations Manager for review. The YOS Head of Service reviews the documentation prior to making the notification to the MAPPA coordinator and ensure that the YOS trigger the Critical Learning Review process.

parenting support, drugs, alcohol and sexual health, reparation, court and youth justice practitioners and support workers

We work with:

- the police
- probation officers
- health, housing and children's services
- schools and education authorities
- charities and the local community

BYOS is tripartite funded with funds coming from BBC, CBC and the Youth Justice Board. The seconding agency provide staff and additional funding attached to the secondees.

Before a management plan is put in place (by the MAPPA panel), a detailed risk assessment will take place to identify the circumstances and opportunities that are most likely to lead to a further serious offence in this offender and the steps that can help reduce this risk.

This will study the offender's previous offending history, life circumstances. For young offenders, the BYOS uses a system called ASSET, which is specifically designed to understand the behaviours of offenders under the age of eighteen.

The legislation requires that the agencies involved in MAPPA conduct a formal risk assessment of each offender and allocate them to one of 3 levels of multi-agency management before completing a referral.

The Serious Youth Violence Panel also monitors those young people whom have been identified as meeting the MAPPA criteria. Both panels have multi-agency representation.

Bedfordshire MAPPA

Children's Social Care

Central Bedfordshire Bedford Borough

Across Bedfordshire we have three counties, (Central Beds, Bedford Borough and Luton Children's Social care). With that in mind, we have three local children's social care representative's attending MAPPA for their respective agency.

The role of Children's Social Care is twofold;

To receive the notifications of a person resident in the area who may pose a risk to children and undertake an assessment and formulate actions incorporating all relevant agencies to safeguard the child. A variety of direct actions and interventions are provided to support children who could be victims of offenders, including direct one to one work, supporting the family to take preventative measures and recovery intervention focussing on their safety and emotional needs.

To attend all MAPPA meetings of adults who pose a direct or indirect risk to a child and both share and receive all relevant information known by Children's Services regarding the child, family and wider network. MAPPA meetings are attended by the dedicated Children's Social Care MAPPA lead and if relevant, the allocated Childcare Social Worker will attend and contribute. This arrangement aims to ensure that all MAPPA meetings are attentive to the child's views and needs, provided by the representative of Children's Social Care and the agreed actions take these into account whilst formulating the appropriate actions to address or reduce the risks to the child.

Within MAPPA, Bedford Borough Children's Services and Central Bedfordshire are members of the Strategic Management Board supporting and

contributing to the Business plan and forward work; working collectively as partners across three boroughs to support the management of the County's most high-risk offenders.



MAPPA is part of an overall approach to identifying risk and potential future risk to children from offenders including peer to peer risk from those subject to MAPPA aged under 18. There are strong working relationships developed and enhanced by the multi-agency approach. Bedford Borough and Central Bedfordshire Children's Services ensures there is communication across its service so workers understand MAPPA and what it means for them as individual practitioners. We have individual workers attending MAPPA panel where needed as well as the standing members. Effective liaison and multi-agency work takes place within panel and between panels.

Bedfordshire MAPPA

Arson Task Force

Bedfordshire Fire and Rescue Service have two dedicated Arson Reduction Officers covering the whole of the County who lead on delivering the Arson Reduction Strategy. The Strategy requires the Arson Reduction Officers to work in partnership with other agencies to reduce arson by identifying risk and implementing interventions in three key areas:

- Environmental Interventions
- Investigation-based interventions
- Educational Interventions

It was identified by ARO's that there was a gap concerning any formal intervention with adult fire-setters and as such, we've been working closely with the MAPPA since 2018. Working with MAPPA allows us to work closely with key partners to offer an educational intervention to offenders with any conviction around fire-setting or showing fire-setting behaviours. The intervention is with the aim to educate on the dangers and consequences of fire-setting as well as combining with the work of other partners to reintegrate offenders back into the community.



When requested to carry out intervention with Arson offenders it is part of a well thought out programme to ensure that we maximise the potential of the offender to 'move on' and minimise the chance of reoffending by using fire as a weapon.

Working with MAPPA means that we can draw on the skills and knowledge of other key partners who work more closely with the offender to deliver our message in an effective way and lessen the chance of repeat fire-setting behaviors.



Bedford Fire Station

Bedfordshire MAPPA

Bedfordshire County Council Adult social care

Bedfordshire Borough Council's recognise that managing the risk of violent and sex offenders in the community is complex and cuts across the boundaries of many organisations. It is important that all agencies work together, to share information, knowledge and assess risk as part of a multi-agency approach, therefore a council representative attends the regular Strategic Management Board meetings as well as individual cases meetings to ensure the public and the most vulnerable are protected.

Bedfordshire County Council's remain committed to working with partners to ensure that adults who are in need of care and support are safeguarded. This commitment ensures partnership working by Adult Social Care in key areas including MAPPA. Adult Social Care across Bedfordshire attend individual case meetings where appropriate to share information regarding the person or victims and provide safeguarding advice and information. Attendance at these meetings also enables information to be given about relevant support and services available from

the local authority to ensure effective sign posting and planning with the correct services and to ensure needs are identified and met.

Requests for additional information is provided to the MAPPA co Ordinator as requested on individuals and advice given as to appropriate services and pathways to access services.

The core purpose of Adult Care and Support is to help people to achieve outcomes that matter to them in their life. The Care Act 2014 stipulates that the Local Authorities must promote wellbeing when carrying out any of their care and support functions in respect of a person. Bedford Borough Council is also now responsible for ensuring the assessments and for the arrangements of care and support for adults in Bedford Prison or any approved premises in the area. The Bedford Adult Learning Disability team provide this function for the council and work with the MAPPA process to ensure advice, support and assessment for individuals in or leaving prison.



Borough of Bedford Council Offices

Bedfordshire MAPPA

Community Offender Personality Disorder Pathway Project

The Offender Personality Disorder (OPD) Pathway was initiated in 2011 to meet the joint strategic aims of the Ministry of Justice and Department of Health. It is a nationally commissioned programme aimed to provide psychologically informed services for a highly complex and challenging group who are more likely to have personality disorder(s) and pose a high risk of harm to others and / or reoffending.

The OPD pathway's high-level aims are:

1. For men, reduce repeat serious sexual and / or violent offending; or for women, reduce repeat offending of relevant offences.
2. Improve psychological health, wellbeing, pro social behaviour and relational outcomes.
3. Improve competence, confidence and attitudes of staff working with complex offenders who are likely to have severe personality disorder(s).
4. Increase efficiency, cost effectiveness and quality of OPD services.

The intermediate outcomes for the OPD pathway are:

- Improve service users access and progression through services and ensure effective risk management.

- Improve staff and service users understanding of behaviour, risk factors and effective management strategies.
- Bring about a reduction in number and severity of incidents of general and violent misconduct.
- Bring about a reduction in number and severity of incidents of self-destructive behaviour.
- Improve the effectiveness of OPD pathway services through meaningful involvement of service beneficiaries.
- Improve the quality of the relational environment in the OPD pathway services.

In Bedfordshire the health provider is HMPPS Psychology Services meaning that the Bedfordshire OPD pathway has clinicians with extensive forensic experience and an interface with custodial settings. The OPD service provides psychological advice to any cases that screen into the pathway in Bedfordshire, and supports the male and female Approved Premises in working with service users on a daily basis. The OPD service offers consultation for Offender Managers who have service users managed by MAPPA and can be invited to MAPPA panels to provide psychologically informed advice regarding engagement, understanding, formulation and risk management.

Bedfordshire MAPPAs

Bedfordshire and Luton Mental Health and Wellbeing services provided for by East London Foundation trust

The Team Managers for the South Central Bedfordshire Adult Community Mental Health Teams (CMHTs) and one of the Luton CMHTs attend the Bedford and Luton MAPPAs panel meetings respectively as core panel members representing the East London Foundation Trust (ELFT).

ELFT provide the panel advice from a mental health perspective regardless of if the case is open to ELFT or other mental health Trusts and services. The Managers prepare for each case prior to every meeting, gathering together any known information relating to the case being discussed. Updates are provided in regard to mental health involvement; care and treatment.

In addition to attendance at the panel, the Managers ensure the responsible worker/Care Coordinator also attends the MAPPAs meeting and arrives for the meeting fully up to speed with their case. Time is spent outside the meetings following up the relevant ELFT worker and respective team to ensure they provide the necessary information to inform the MAPPAs panel. The Managers take calls from ELFT teams with general MAPPAs process enquiries such as referral into MAPPAs procedures.

As a mental health core panel member, the Managers play a vital role in the overall risk management of



each case. Their professional opinion is considered by the panel Chair and there is an opportunity to highlight and discuss any issues in relation to risk management. Their opinion is considered in the Chair's summary of risk for each case.

An example of a case where this input as an ELFT mental health core panel member has been beneficial, is the case of a 34 year old offender who had been residing in an Approved Premises (AP) outside of Bedfordshire, following his release from prison. This gentleman had numerous convictions over many years with his most recent being that of arson affecting an adult and their child. This case presented with significant complexities and challenges and there was urgency for him to be moved from the AP to alternative housing with a funded care support package. As a mental health panel member, the Manager was able to arrange for the prompt allocation of a Care Coordinator from a Community Mental Health Team (CMHT) who then worked closely with the allocated Probation Officer. The Care Coordinator promptly managed to source and secure suitable accommodation and the relocation from another county into Bedfordshire. The Care Coordinator arranged for the funding of an intensive care package which was jointly funded by Social Care and Health. A change of Care Coordinator to a male worker was required and the Manager ensured the new worker attended the MAPPAs meeting. This complex case was successfully managed.

Bedfordshire MAPPA

Bedfordshire County Council Housing Options Teams

Housing Solutions Team regularly attend at weekly MAPPA meetings across the county and any additional meeting needed to provide advice/guidance on cases regardless to whether there is a housing need. We assist with the provision of accommodation for vulnerable cases or cases where there is a high management/risk to the community. We safeguard victims by moving them to different locations, or install extra safety measures within their home. Housing Solutions Team work closing with probation to ensure that accommodation is available for release dates for to ensure that high risk cases are not street homeless and where management of them and the community is compromised. By regular attendance at MAPPA meetings Officers can provide guidance to those working with offenders but also can ensure that we are discussing housing options at the earliest opportunity.

The Homelessness Reduction Act placed new duties onto Councils including a requirement to prevent and relieve homelessness. This means that offenders can be referred to Housing authorities before leaving custody and be given housing advice on keeping tenancies, they can be assisted in landlord negotiations or if required helped to secure suitable accommodation on release. The earlier a referral is made to the housing authority the better chance that a successful outcome can be achieved.

Accommodation provides a stable risk assessed environment to enable professionals to manage the offender in the community. As the homeless legislation incorporates many different legislations we can contribute on a wider field such as immigration

laws, security of tenure etc. We assist with rent deposit and rent in advance payments; provide legislative training and guidance where other authorities refuse to take responsibilities; install extra safeguarding equipment's into properties if needed.

Central Bedfordshire Council have created a lead officer role within its Housing Options Team who works with offenders and is the main point of contact for professionals working with offenders. This ensures that advice and service provided is not only consistent but that there is a named Officer for other professionals to ask advice of before referral is required.

A new Rough Sleeper Outreach Services was established in June 2018 for Central Bedfordshire Council. This service as with previous includes same outreach teams of a Manager and two support workers. However new this time is a dedicated Mental Health professional funded by Central Beds but employed by East London Foundation Trust and a Drug and Alcohol frontline worker again funded by Central Beds but employed by Pathway to Recovery. Both of these positions provide outreach services dedicated to Central Bedfordshire rough sleepers.

Two bases have been identified for this new service to use for drop in sessions and assessments, one based in Leighton Buzzard and one in Biggleswade and refurbishment is underway for emergency accommodation and move on supported accommodation for individuals to assist them off the street.

All MAPPA reports from England and Wales are published online at:
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