

NORTHAMPTONSHIRE MULTI AGENCY PUBLIC PROTECTION ARRANGEMENTS
ANNUAL REPORT 2009 – 2010

All general pictures featured in this report have been selected to give a pictorial representation of the work of the Northamptonshire MAPPA. No persons shown in street scenes or pictured commercial or other buildings are connected with the Northamptonshire MAPPA.

Probation staff and volunteer models have been used in the criminal justice pictures.

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We are delighted to share with you our ninth annual report of the Multi-Agency Public Protection Arrangements (MAPP). The report will outline the progress and success we have achieved in protecting local communities in Northamptonshire from the sexual and violent offenders who pose the highest risk of harm and offending to local people.

The protection of the public remains our highest priority and core agencies are committed to this over-riding goal. We recognise that sexual and violent crimes have a devastating effect on victims, with often far reaching consequences for families and the wider community. The impact of serious crimes on the perception and fear of crime is significant. Within MAPP, we are aware that the public has every right to demand the very best provision we can offer. Securing and promoting local confidence in what we do is a shared vision.

The Responsible Authority agencies represented by the Police, Probation and HM Prison Services are committed to working collaboratively with our partner agencies to achieve our core objective of protecting the public. Local partner agencies include the Youth Offending Service, Crown Prosecution Service, the NHS to support mental health issues, housing providers, adult social care and victim support; all are represented to bring forward their collective experience and support to the arrangements.

We commend this annual report which provides evidence of our on-going commitment and dedication to work collaboratively and effectively to protect the public and manage the risks posed by serious offenders and to protect individuals and communities in Northamptonshire from harm.



Prevent and MAPPA

During the year a decision was taken to develop a close working relationship between MAPPA and the developing PREVENT Agenda.

Background to PREVENT

The Government's strategy to tackle terrorism is called CONTEST. The PREVENT strand of CONTEST is aimed at stopping people becoming terrorists and supporting violent extremism. Local Authorities and police forces are required to take the lead in establishing effective multi-agency arrangements to develop and deliver a co-ordinated response.

A key area of the PREVENT strand is to provide support to those who are considered to be vulnerable to violent extremism and radicalisation. Northamptonshire Police will work with the Local Authority, and other local agencies, to develop arrangements that will enable agencies to receive, and consider information, regarding individuals who may be vulnerable to radicalisation. The arrangements will identify interventions that can be used to support those at risk.

The MAPPA Unit has established and continues to develop a close working relationship with key partners within Northamptonshire, both at a strategic and operational level, in the support of this agenda. The PREVENT Co-ordinator is able to assist by facilitating specialist support to inform and support the risk assessment and where necessary, provide intervention work and manage any risks identified.

MAPPA has taken forward multi-agency training for partner agencies with a series of events during the year both specific to single agencies and within a multi-agency context.

Managing Terrorist Related Offenders

Now under the Terrorism Act 2006 (TACT) legislation, consideration is given to the management of terrorist related offenders via the MAPPA framework. Where the offender would normally fall within MAPPA, they will be included, where appropriate, within MAPPA Category 3.

Multi agency training including Strategic Management Board

Training to introduce and familiarise staff from a range of agencies concerning new developments and protocols in regard to MAPPA have been a priority area of work this year.

Northamptonshire area piloted the revised national training manual for staff. The model of multi-agency training has created significant national interest and has been featured at national MAPPA presentations. In addition, Northamptonshire Strategic Management Board (SMB) set aside a day to undertake training for SMB members, this training contributed to the development of the annual business plans for the forthcoming year.

Continued MARAC development

The Multi-Agency Risk Assessment Conferences (MARACs) were developed to protect victims of domestic violence who are assessed as being at a high risk of being threatened or hurt again.

The role of MARAC is to enable, monitor and evaluate successful information sharing with the key aim to increase public safety. It is the responsibility of the individual agencies to take appropriate actions.

Between April 2009 and March 2010, assessment conferences have been held weekly around the county and have worked to safeguard the wellbeing of 952 high-risk victims. The figures further reveal that the MARAC process has successfully sought to promote diversity in its work. The percentage of referred Black and Minority Ethnic (BME) victims exceeds the number that was predicted based on the estimated BME population in Northamptonshire.

The percentage of victims that suffered a further incident from the same perpetrator within a 12-month period following the MARAC was 18.6%

Referrals into MARAC have been received from a wider variety of agencies, with 10% coming from non-statutory agencies. A training package, designed by MARAC, has been rolled out to 18 teams totalling 225 people.



A further development in 2010 has seen MARAC, jointly with the Sunflower Centre, Women's Aid and Victim Support, gather victim feedback for qualitative measures. The agencies involved anticipate that the results will be used to improve responses to victims of domestic abuse.

MARAC has established positive links with HMP Wellingborough and has commenced building a relationship with HMP Woodhill. These links provide for a close inter-agency liaison in regard to prisoners being released, who may pose problems for their victims.

Funding has been obtained for a full time MARAC Lead and Co-ordinator until the end of the financial year to continue the development of MARAC, and the multi agency web based database to improve efficiency.

Link with Adult Safeguarding Boards

During the year significant developments have taken place in regard to adult safeguarding boards, which have been reflected in the active participation of senior managers, representing adult social services at MAPPa SMB.

This development has also been reflected in the participation of core membership at Level 3 Multi-Agency Public Protection (MAPP) meetings. It is anticipated that in the forthcoming year the development of work between MAPPa and adult safeguarding will continue to progress.

Developments with Youth Offending Service

The MAPPa Unit has further engaged with the Northamptonshire Youth Offending Service on a regular basis concerning the identification of MAPPa offenders as part of the risk management process.

These developments have included both the continuation and consolidation of training for YOS staff and arranging individual surgeries within YOS on case management.

Future Development:

Child Sex Offender Disclosure Scheme

The Child Sex Offender Disclosure Scheme (CSODS) has been developed in response to calls for a "Sarah's Law" following the murder in 2000 of Sarah Payne by a known sex offender. The scheme will work alongside existing MAPPa arrangements. It provides a formal process for parents, carers and others to ask the police for information about anyone who has regular unsupervised access to children. It does not replace existing arrangements such as CRB checks, for people who work with children. The scheme will not follow the model of "Megan's Law" in the USA which publishes information about sex offenders for anyone to access.

When an application is received, the Police will check a number of databases to see if the person has convictions or other information that suggests they could pose a risk to children. If the Police think there is cause for concern, the collated information will be considered by a multi-agency panel. Membership of the panel will include the Police, Probation, children's services, and others, who will consider all the relevant issues to maintain the most effective protection of children.

When the panel members decide that a disclosure of relevant information concerning an individual's past should be made, the disclosure will only be made to the person in the best position to use the data to protect the child or children. This normally means the parent or carer who has the main responsibility for the child.

Before they are given any information, proof of identity and relationship to the child or children is required. They must also sign an undertaking not to pass the information to anyone else and only use it to help protect the children. If at any time, the police think that a child may be at immediate risk of harm, they will take immediate action to protect them.

The CSODS will be implemented in Northamptonshire from late August 2010 as part of the first phase of the national rollout. It will be available in the whole of England and Wales by spring 2011.



What is MAPPA?

- MAPPA are a set of arrangements to manage the risk posed by certain sexual and violent offenders. They bring together the Police, Probation and Prison Services in Northamptonshire into what is known as the MAPPA Responsible Authority.
- A number of other agencies are under a duty to co-operate with the Responsible Authority. These include: Children's Services, Adult Social Services, Health Trusts and Authorities, Youth Offending Teams, local housing authorities and certain registered social landlords, Jobcentre Plus, and electronic monitoring providers.
- The purposes of MAPPA are:
 - To ensure more comprehensive risk assessments are completed, taking advantage of co-ordinated information sharing across the agencies; and
 - To direct the available resources to best protect the public from serious harm.

How does MAPPA work?

- Offenders eligible for MAPPA are identified and information is gathered and shared about them across relevant agencies. The nature and level of the risk of harm they pose is assessed and a risk management plan is implemented to protect the public.
- In most cases, the offender will be managed under the ordinary arrangements applied by the agency or agencies with supervisory responsibility. A number of offenders, though, require active multi-agency management and their risk management plans will be formulated and monitored via MAPPA meetings attended by various agencies.

Managing the MAPPA

The arrangements require continual review and shaping to ensure they are working as effectively as possible.

To do this, senior representatives from each of the agencies involved in MAPPA, together with other stakeholders, serve on the Strategic Management Board (SMB).

The SMB is jointly chaired by senior managers from Northamptonshire Police and the Northamptonshire Probation Trust. Board members meet five times during the year to monitor the arrangements, direct any necessary improvements, and prioritise initiatives relating to the development of MAPPA. This is done through annual business planning and reviewing progress against business plans.

Members of the Responsible Authority are:

Northamptonshire Police
 Northamptonshire Probation Area Trust
 HM Prison Service (East Midlands)

Duty to Co-operate Partners are:

Children & Young People's Directorate,
 Northamptonshire Healthcare NHS Trust,
 St Andrew's Healthcare,
 Housing Authorities
 Catch 22 – Accommodation Support Specialists
 Jobcentre Plus

Who are MAPPA - eligible offenders?

There are 3 categories of offender eligible for MAPPA:

Category 1 - Registered sexual offenders:

Sexual offenders who are required to notify the police of their name, address and other personal details and notify the Police of any subsequent changes;

Category 2 - Violent offenders:

Offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. This category also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children; and

Category 3 - Other Dangerous Offenders:

Offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm, there is a link between the offending and the risk posed, and they require active multi-agency management.



How are they managed?

There are 3 levels at which offenders are managed which are based upon the level of multi-agency co-operation required to implement the risk management plan effectively. Offenders will be moved up and down levels as appropriate:

Level 1 - Ordinary Management:

These offenders are subject to the usual management arrangements applied by whichever agency is supervising them. But this does not rule out information sharing between agencies, via VISOR and other routes.

Level 2 - Active Multi-agency Management:

The risk management plans for these offenders require the active involvement of several agencies via regular multi-agency public protection (MAPP) meetings.

Level 3 - Active Multi-agency Management:

As with level 2 but these cases additionally require the involvement of senior officers to authorise the use of special resources, such as police surveillance or specialised accommodation, and/or to provide ongoing senior management oversight.



Core Panel Membership at Multi-Agency Public Protection Meetings

Multi-Agency Public Protection (MAPP) meetings play a pivotal role in the management of MAPPA registered cases. As the management of risk is often complex and detailed, it is important that the working practice and procedures regarding referral thresholds are managed in a consistent way.

MAPPA referrals are checked before being scheduled for a MAPP meeting. This process ensures that relevant discussions have taken place between the key agencies, and each individual case meets the criteria for registration as a MAPPA-eligible case. On occasions this will enable risk management plans to be developed without referrals proceeding to a formal MAPP meeting.

There is an agreed core panel membership for offenders managed at MAPPA Levels 2 and 3. At Level 2 meetings attendees are organised to reflect the nature of the referred case. On some occasions this may result in a wide range of agencies being represented, for example, when considering an offender's mental health. At other meetings, there will be a smaller number of organisations attending.

At Level 3 the MAPP panel is chaired by the MAPPA co-ordinator and the representatives include senior management from the following agencies:

Police
Probation
Prison Service
Housing
Mental Health Services
Youth Offending Service
Children and Young Peoples Directorate
Adult Social Services

Understanding and Assessing the Risk

The risk that each offender presents is different and will depend on various factors.

The agencies that are part of MAPPA draw on approved risk assessment procedures to determine which offenders need the closest and most robust management of their risk.

The factors considered in the assessment process are:

- How likely is the offender to re-offend, in what circumstances and how often?
- What type or degree of personal harm – either physical or psychological – might be then be caused?

Protocols exist to enable the different agencies to share information. The flow of data builds into a detailed risk assessment on each individual offender, and highlights who may be at risk of becoming a victim.

Offender Assessment System - OASys

The Probation Service and the Prison Service use the same computerised assessment system called OASys, which supports the sharing of information as offenders transfer from prison to supervision in the community. OASys stands for the Offender Assessment System.

The main body of OASys consists of 12 sections each related to factors that are known to be associated with offending behaviour and the risk of reconviction. Most of the 12 contain both historic information and dynamic factors e.g. changeable situations such as with relationships.

The risk of adult sexual offenders being reconvicted is also scored by the Police and Probation Services using the Risk Matrix 2000 assessment tool.

The Violent and Sexual Offenders' Register – ViSOR

ViSOR is a national database on which the details of sexual, violent and other potentially dangerous offenders and persons are held.

For the Police, ViSOR provides the main record for sex offender registration and management. It can also support in the investigations in violent or sexual crime by identifying potential suspects.



Since 2008 the three Responsible Authority agencies – Police, Prisons and Probation – have been able to work on the same information system, enabling risk assessment and management information on individual offenders managed at MAPP Levels 2 and 3 to be shared in a timely way to reduce re-offending and harm.

For offenders aged under 18 years of age, the Youth Offending services undertake an ASSET assessment, which takes account of the young person's own vulnerability and needs as a child, as well as the risk they may pose to other people.

Male and female offenders, identified as having mental health problems, and convicted of sexual or violent offences, are supervised and treated via a Hospital Order. Their assessments are carried out by the Mental Health Service, which is responsible for their social supervision in the community.

Managing the Risk

Having drawn the information together and assessed the potential risks an offender may pose to individuals or communities, a plan is developed to manage this risk.

The most effective management plans generally bring together constructive actions to reduce the likelihood of re-offending, combined with restrictions on what an offender can do or who they can or cannot be in contact with. These restrictions are set out in the conditions attached to a prison release licence, and in Sexual Offences Prevention Orders or similar measures.

All plans are reviewed and amended in the light of new events, fresh information, or changed circumstances, including the effect of measures already applied.

Below is a case study, which illustrates how different agencies and areas work closely together to that ensure public protection arrangements were identified and managed effectively.

This case illustrates that bringing long-term prison cases to MAPPA early can hold significant benefits. It also shows that work can be effective across different geographical areas to the benefit of both.

B is a life sentence prisoner who murdered a teenage girl. The crime was sexually motivated. He spent some of the earlier parts of his sentence at Ashworth Special Hospital and Rampton Hospital. He has served well beyond the "tariff" part of his sentence and was subject to Parole Board review for release.

Probation referred the case to MAPPA in West Mercia, B's home area, and for a part of the year this case was managed at MAPPA Level 3 in West Mercia. The case required senior manager input because the risk presented by the offender after their release was assessed as being very high and imminent unless safeguards were put in place.

When he was referred to MAPPA, B was in a medium secure psychiatric hospital in a different area. Discharge from hospital treatment was possible, and the case could have been referred for consideration for either a return to prison, possibly an open prison, or discharge into the community by the Parole Board.

The process of reviewing risk starts from a thorough knowledge of the case background, review of progress in prison/hospital, and monitoring of current behaviour and attitudes. In all except the first part of this process.

Contact was made with the hospital where B was held, and with the local policing area through the MAPPA Coordinator. Colleagues from both agencies took part in Northamptonshire MAPPA meetings, and adopted key actions to assess current behaviour and risk arrangements.

Careful monitoring was put in place, and several people associated with B were questioned, including two vulnerable young women and their Social Workers. A computer, which B had access to, was examined.

Information emerging questioned decisions made with "treatment" aims. As a direct result of the cooperation between different agencies and areas, B was transferred back into medium secure conditions and all external leave was denied. This significantly reduced the risk to the public.

From what you know about this offender have there been or are there currently any concerns about		
R3.1	Risk of suicide	[No]
R3.2	Risk of self-harm	[No]
R3.3	Coping in custody / hostel setting	[No]
R3.4	Vulnerability	[No]

If you have ticked YES to any of the questions in R3 you must complete the relevant part of R8, unless the reason for not doing so is indicated in R5.2

▼ R4 Other risks - screening

From what you know about this offender have there been or are there currently any concerns in relation to		
R4.1	Escape / abscond	[No]
R4.2	Control issues / disruptive behaviour	[No]
R4.3	Concerns in respect of breach of trust	[No]

Outcome: B has more recently been transferred from hospital back into a closed prison. This has further minimised risk in the short and medium term.

Risk Assessment in relation to violent extremism

Risk assessment is a continuous process from the point of referral to the end of the offender's sentence.

The process aims to assess the risk that the individual faces in being drawn into violent extremism, the risk that individual poses to society and the risk they present to any provider of a package of support.

At the conclusion of the risk assessment, a Senior Police Officer in the relevant area, normally the PREVENT Lead or Deputy, will decide whether a case is suitable for intervention work or not. If a case is considered appropriate, it will be sent for discussion to a Local Multi-Agency Intervention Panel.

If a case is deemed to be unsuitable for intervention, no further reference will be made to it at any partnership meetings and there will be no requirement to inform any panel. This is in accordance with best practice provided by the above national guidance from the Association of Chief Police Officers.

What the Police do

Northamptonshire Police share a significant responsibility for identifying, assessing and managing sexual, violent and other dangerous offenders or persons. Under MAPPA this is done through information sharing, multi agency planning, or by the Police as a single agency

The Protective Services Command has two dedicated units that concentrate on specific areas of public protection. The Dangerous Persons Management Unit (DPMU) manages Registered Sexual Offenders (RSOs). This work entails ensuring that registered individuals are complying with their requirements, intelligence gathering, and investigations. DPMU officers also work with partner agencies to put joint risk management plans in place.

The Domestic Abuse Unit (DAU) aim is to provide Northamptonshire Police with specialist officers for the oversight

and, where possible, the investigation of serious and complex domestic abuse issues. These include honour-based violence, forced marriage incidents and sensitive internal investigations. The DAU provide direction and support for the Basic Command Units in dealing with high-risk issues.

The Domestic Abuse Unit will be notified of all high-risk incidents/ crimes and have daily contact with the Public Protection Referral Unit and County Sunflower Centres, to ensure appropriate victim intervention and management of crime/incidents.

The county Sunflower Centres provide a qualified independent domestic abuse advisory service with a focus on victim safety planning and support.

What the Probation Service do

As one part of the National Offender Management Service (NOMS) agency, the Probation Service works to reduce re-offending and the risk of harm to the public.

The process starts with offender assessments and court reports to help Magistrates and Judges with their sentencing decisions. Probation staff supervise and work with offenders who receive community sentences, or serve a custodial sentence and are then given conditional release on licence.

Individual offender management focuses on the offence and related factors to reduce the risk of re-offending. Work undertaken with offenders can include individual supervision by an offender manager; inclusion in group programmes to address offending behaviour, and interventions to combat drug or alcohol misuse. The Probation Service also works with offenders to improve their literacy and numeracy skills to boost their chances of finding work, which is known to reduce re-offending.

Some high-risk offenders may be directed to reside for a period in managed Approved Probation hostels in either Northamptonshire or elsewhere in the country.

How the MAPPA operate locally



What the Prison Service do

Most offenders that are managed under MAPPA at the highest level will have been in custody at some point, many will have served long prison sentences.

The contributions made by Prison Staff have a real significance to the management of offenders in the community. The early identification of cases is important to ensure that detailed and effective risk management plans are developed prior to an offender's release.

Prison staff are able to inform the MAPPA panel on how effective the interventions with the offender have been to reduce the potential risk of harm to others. They can also give an up-to-date picture on the offender's current behaviour and attitudes, which gives an indication on his likely compliance with supervision in the community. The assessments from prison staff will also reflect the prisoner's attitude to his victims and his motivation to not re-offend.

The Prison Service also routinely monitor mail and telephone calls of certain offenders, which can provide the MAPPA with information about who the offender is in contact with and the nature of what is being communicated. Prison staff are able to disclose who has visited the offender whilst they were in custody. This can help inform decision-making when licence conditions are being considered. For example if an offender has made attempts to contact a victim, the parole panel could consider imposing exclusion zones or restricting contact.

Case Study

The prisoner was due to be released and had elected to live in Northamptonshire. Throughout his time in custody, he had demonstrated a lack of co-operation with the prison system and had been identified as presenting a very high risk of harm. In the past he had committed a serious violent offence that had been reasonably high profile.

He was located in a prison establishment several hundred miles away from the Approved Premises where he was expected to reside upon his release. There were serious doubts that he would comply with the terms of his licence and that would not even

arrive at his release address. The offender was to be released on his conditional release date.

At a MAPPA meeting it was considered that if the prisoner was permitted to travel unsupervised to the Approved Premises, he would present a serious risk to the public. Therefore, as a protective measure a police escort was considered and seemed appropriate, however the cost of this proposal would have been substantial.

The Prison Service was able to relocate him to a prison that was closer to the Approved Premises. This was prior to him being released using secure prison vehicles. This enabled the offender to be escorted on a short journey enabling the public to be protected and using an efficient use of resources.

Since his release he has been compliant and has now moved into the community from the Approved Premises.

The role of Mental Health Services

As a Duty to Co-operate organisation, the Northamptonshire Mental Health Services work closely with the MAPPA.

Northamptonshire Healthcare Foundation NHS Trust (NHFT) provide community mental health services that are commissioned by Northamptonshire Health in collaboration with Northamptonshire County Council.

Mental Health needs that are classed as transitory, mild to moderate are met through primary care connected to local GPs. For more serious mental needs, specialist services are provided by NHFT.

These include:

- an early intervention psychosis service (N-Step who work with people between the ages of 14 to 25 years who have experienced a first episode of psychosis);
- Assertive Outreach Team,
- Crisis Response Home Treatment Team,
- Approved Mental Health Professional Service,
- Criminal Justice Team,
- Community Forensic Team,



- Clinical Psychology,
- Occupational Therapy,
- Northants Drug & Alcohol Service,
- Personality Disorder Team (Team 63) and
- the Transition and Liaison Team (this service provides assessment and initial support to people with developmental disorders).

All these specialist services are accessed through the assessment clinics of the local Community Mental Health Team.

The trust is required to identify all relevant offenders (those who qualify for MAPPA) who are receiving a mental health service, and share information with other agencies. The trust makes referrals for active multi agency management where appropriate, and shares information in regard to offenders' discharge, or authorised leave, from mental health units.

MAPPA level 3 meetings draw on the expertise of a senior manager and when required a Consultant Forensic Psychiatrist. This allows a mental health opinion to be given, in those cases, and enables the resources of the trust to be made available to support the management of offenders with a mental health problem. Mental Health Services are a core agency represented at MAPP Level 2.

As a service provider, the Mental Health Trust works hard under the arrangements to make sure that offenders with mental health problems receive an appropriate service. Available resources include a Criminal Justice Team, which works with people identified with early stages of mental health. This process is in conjunction with initial assessments through CPS, and the courts when a diversion is necessary.

The range of professionals supporting these teams includes Consultant Psychiatrists, Consultant Psychologists, Social Workers, Community Psychiatric Nurses and an Occupational Therapist.

Case Study

The Community Forensic Mental Health Team referred Mr D to MAPPA for management at Category 3, Level 2. This means that several agencies were involved in the management of this offender, who was assessed as posing a serious risk of harm to the public.

Mr D had previous violent convictions. He was experiencing homicidal thoughts concerning members of the public and known adults and he had informed health professionals of this. There were also concerns that he was stalking random members of the public in a specific area. His behaviour was directly linked to mental health issues. He was taken into hospital after a period in hospital with treatment and he was stabilised and released to a friend's home. Aftercare and support services were provided in the community .

The authorities involved in the management of this case included: The Community Mental Health Team provided support and medical treatment. They referred the case to an organisation providing floating support and they are visiting Mr D three times a week.

The Housing Authorities identified an appropriate accommodation after an agreement with Mr D to repay the arrears along with current rent.

Northamptonshire Police monitored Mr D in the community, especially the area that he had reported to stalking people.

The Council on Addiction in Northampton (CAN) provided an alcohol counsellor, who worked with Mr D to control his drinking patterns and suggested ways to prevent relapse prevention.

As a result of the MAPPA meetings, and the work undertaken by the professional agencies, Mr D is de-registered. He is successfully living in the community and there is a robust risk management plan in place.

The Community Mental Health Team will initiate this action plan immediately if there are any signs of deterioration in Mr D's mental health .



St Andrew's Healthcare

St Andrew's Healthcare, Northampton continues to hold internal risk management panels that are chaired by the MAPPA Co-ordinator. Panel members discuss and consider patients who are eligible to be managed by MAPPA in the community, after being discharged from the hospital. This ensures that liaison arrangements are in place at the point when the patient is discharged to the area where they will reside.

The panel also contributes to the screening process of potential risks posed by patients who have unrestricted town leave and ground leave at St Andrew's.

The panel includes representation from a Principle Social Worker at St Andrew's and a police officer who is permanently based in St Andrews and is able to place intelligence on the Police systems in the community.

Housing Authorities

Northamptonshire's seven borough and district councils have played a full part in the case management of high-risk offenders managed by the MAPPA process. Each authority has designated housing officers to link with MAPPA and, when appropriate, attend relevant MAPPA meetings.

During the past twelve months, the MAPPA Housing Protocol for Northamptonshire has been reviewed and extensively revised, with Kettering Borough Council acting as lead authority for this project. The revised protocol sets out how housing providers will work with other agencies to ensure that offenders are appropriately housed whilst safeguarding the surrounding community.

Housing is allocated to offenders following robust risk assessments and appropriate support and supervision arrangements being put in place. In 2009/10, these included 27 units in Northampton and another four in Kettering.

Northampton Borough Council has appointed key officers in its Housing Needs and Support Service as leads and they link with a large number of agencies in the town. In addition, Northampton currently has a member of staff seconded from probation to

support its work with Prolific and Priority Offenders and MAPPA. The team has an excellent relationship with the police resulting in a joint assessment process.

Kettering Borough Council has received funding from Supporting People (County Council Funding Stream) to appoint a Housing Options Advisor (Transitions) for a twelve-month period to assist ex-offenders, and other people leaving institutional settings, to find a settled home. Several offenders who are being managed by MAPPA have benefitted from this service.

In addition Kettering Borough Council was selected by the Government Office for the East Midlands to receive the Delivering Chances Award 2010 for its work to improve housing solutions for ex-offenders.

Catch 22

Catch 22 supports offenders, with identified high risk factors, into new accommodation or where there is concern of likely tenancy breakdown. This accommodation service partnership includes Supporting People.

The work of Catch 22 for MAPPA registered cases is evolving all the time. Most help is required around the time of release when there may be no suitable accommodation available.

Referrals via the dedicated worker at Kettering Borough Council have proved most effective. Catch 22 have also received self-referrals from other offenders talking about the agency in prison. The staff member then liaises with the offender's Probation worker.

Catch 22 has developed a resettlement package for all floating support that identifies the issues surrounding the securing and maintenance of a tenancy. This approach gives the individual the time to look at why they want to succeed, what the benefits are, and what they want to realistically achieve in the short term and their longer term future



Case Study

Mr A was referred to the Community Forensic Mental Health Services via a MAPPA Level 2 meeting in July 2009. Level 2 involves the input of several agencies to manage the offender.

At the time he was serving a sentence in a Youth Offender Institute for the rape of a female under 16 years of age. Three weeks from the end of his sentence, he was assessed by a member of the mental health services and a Consultant Learning Disabilities Psychiatrist. He was accepted for support.

Since his release he has been residing at an approved premises hostel. He is visited on a weekly basis by a member of the mental health services, and approximately once a month he is assessed by the Consultant Learning Disabilities Psychiatrist.

Upon his release, the Community Forensic Learning Disabilities Nurse completed an urgent referral to the Learning Disabilities Department of Social Services. Following liaison, a social worker was quickly allocated. Mr A was placed on the Care Programme Approach and the Community Forensic Learning Disabilities Nurse remained his care coordinator.

Monthly professional meetings with Offender Manager, approved premises staff, the Dangerous Persons Management Unit (DPMU), Social Services and Health have been held approximately and the Care Programme Approach meetings on a 6 monthly basis. These meetings have enabled all professionals to discuss their involvement with Mr A and raise any concerns.

These meetings have been used as a forum to clarify approaches and interaction with Mr A in order to aid a consistency of approach. Outside the meeting setting the professionals involved with the case also communicate when necessary via telephone and email.

MAPPA Level 2 meetings have also been a forum for wider discussion and ensured that a clear risk management plan and set of action points are regularly reviewed.

Youth Offending Service

The arrangements for the Youth Offending Service (YOS) to contribute to all relevant cases have been put in place. YOS practitioners and managers attend panel meetings where MAPPA cases involving young people, including transitional cases between YOS and Probation, are being discussed.

YOS staff have participated in ongoing MAPPA training which has assisted in referrals and partnership working.

Case Studies

1 A young person being managed at Level 2 – The agencies involved - the Police, Social Care and the Youth Offending Service - worked closely to manage joint appointments, so that the young person saw the professionals together. This reduced the risks and threats he made to other people. It has to be conceded that he did reoffend whilst subject to management under MAPPA, but the pattern of his offending was that the offences were less frequent and serious those perpetrated before the multi-agency approach was introduced. The intelligence exchange between agencies helped the case to be managed in ways which protected the public.

2 A young person being managed at MAPPA Level 3 – The young offender exhibited unpredictable violent behaviour and was managed by the Youth Offending Service, the Probation Service and the Police. The MAPPA created a framework without which the arrangements to transfer between agencies, might have been problematic. This also extended to the effective move of the young person from children's mental health services to adult services.

Safeguarding Children

Northamptonshire County Council's Children and Young People's Service, have been represented at MAPPA Level 3 meetings for the past eight years. They contribute to risk discussions and the management overview of the cases that are presented.

There have been many occasions where the inter agency working and communication has led to positive outcomes for children and the wider public. The sharing of this responsibility across



the agencies in crucial to ensuring that defensible and realistic decision making is owned by all those involved.

The county council's representative at these panels also acts as the Single Point of Contact (SPOC) to assist in identifying workers within the organisation who may be best placed to contribute to a particular case discussion.

This has proved to be a crucial link, not only with risk assessment work, but to enable other services to consider actions they should be taking in order to safeguard those perceived to be vulnerable.

The MAPPA manager is a member of the Local Children Safeguarding Board's policy and practice sub-group. This work continues to focus on key areas raising awareness of both MAPPA and the MARAC process within Children and Young People's Service.

Safeguarding Adults

MAPPA and the Northamptonshire Adult Safeguarding Board are working closely together to identify the risk presented by offenders to adults that are considered vulnerable who could also be potential victims or have been actually harmed in the past.

MAPPA is working with the Northamptonshire Adult Safeguarding Board to identify any specific risks and gaps in management process for such offenders to improve future planning arrangements.

Listening to Victims

The MAPPA assesses and manages the risks posed by dangerous offenders to reduce the chances of anyone becoming a victim of crime.

In many cases the perpetrator who commits a violent or – in particular – a sexual offence will have been known the victim.

After an offender has been sentenced, Probation's victim liaison officers provide contact with the victims. There is strict criteria about eligibility around the cases that are managed in this way. These specially trained officers present information on behalf of

individual victims to the MAPPA meeting. This is an opportunity for victims to give their views in regard to the threat the offender may still continue to pose.

The duties of a victim liaison officer also include:

- providing Information to the victim on how the custodial sentence and release supervision arrangements work
- making contact at key points during the sentence to explain the changes that may be happening
- relaying information from the victim to parole board meetings, and
- Notifying the victim of licence conditions that directly affect them – for example that the offender is not to approach the victim or the area where they live.

Case Study

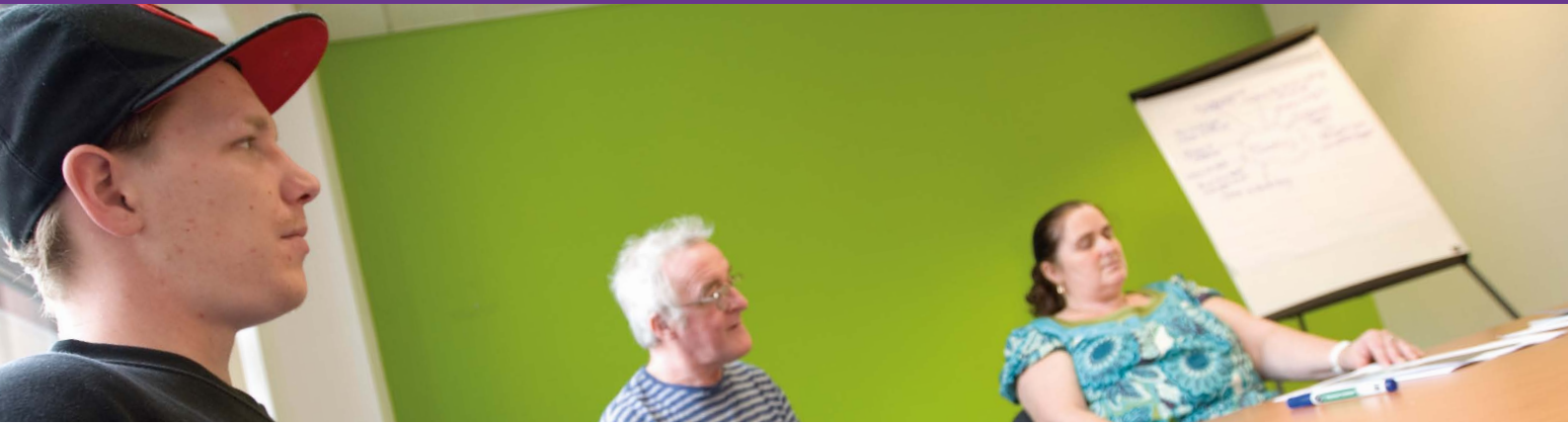
Mr M received a 36 month sentence for three offences of arson (this was not endangering life).

Mr M's three victims all live in the same town within close proximity. They are all very vulnerable and believe that he would target them again once he was released. They all asked for Mr M to be made subject to a licence condition forbidding him from entering an exclusion zone encompassing the town.

Mr M stated that he wanted to be released to his mother's address, which was extremely close to the victims. Furthermore, Mr M could not be released to an Approved Premises because of his arson offences and other options to stay his family were barred as they all lived in the same town as the victims.

Just before Mr M was released, he was escalated from MAPPA Level 2 to Level 3 in order that core panel members who were all senior staff from agencies could have oversight of this case.

It was agreed by MAPPA that Mr M could live with a family member on the outskirts of the town and an exclusion zone was put in place around the victims' houses and the town centre. An exclusion map was sent to all the victims. Mr M remains under close supervision of MAPPA Level 2.



Jobcentre Plus

Jobcentre Plus is working with partners to support the MAPPA Board and the principles as a Duty to Co-operate agency. It has also worked with the Probation and Prison Services as part of the Memorandum of Understanding, which involves working together to support the training and employment of offenders under the responsibilities of MAPPA. Getting unemployed offenders into work is known to reduce the rate of re-offending amongst offenders.

Serious Further Offences

There were none to report in 2009-2010.



Contribution from the Lay Advisors

LAY ADVISERS PERSPECTIVE

This report is submitted by new Lay Advisors, having only officially appointed in November 2009.

However, we are enthusiastic Lay Advisors and as 'critical friends,' we bring to the table our many years of experience working in the fields of education and mental health.

The on-going countywide training programme devised and delivered by the MAPPA manager continues to be a highly valued by course attendees. The course, aimed at front line staff across the agencies, gives an insight into the role and function of MAPPA, highlighting effective risk management for offenders.

Of the SMB meetings we have attended so far, we are encouraged by the way the various agencies are working together to achieve complicated risk management plans for those offenders who are subject to MAPPA requirements.

It is of concern that, due to local and national financial constraints, our local MAPPA funding will also be under the spotlight. We would, therefore, hope that the financial contributions from the various agencies would continue and thus ensure that Northamptonshire MAPPA will be 'fit for purpose'.

Mary Slaymaker
Joan Elliott



	Level 1	Level 2	Level 3	TOTAL
Category 1: Registered Sexual Offenders	389	43	8	440
Category 2: Violent offenders	231	83	10	324
Category 3: Other Dangerous Offenders		31	1	32

Registered Sexual Offenders in Northamptonshire

The total figure of RSO is 440 as of 31st March 2010. This figure represents a small percentage of the county's population. The number of Registered Sexual Offenders per 100,000 head of population in Northamptonshire is 71.37. This represents a percentage increase of 0.015 since last year.

This figure has been calculated using the 2009 Mid-Year Population Estimate published by the Office for National Statistics on 24th June 2010, excluding those aged less than ten years of age. It is not directly comparable to figures published in previous years.

Further data on Registered Sexual Offenders

Registered Sexual Offenders cautioned or convicted for breach of notification requirements

- 11

This figure represents a 26.67% decrease since last year.

Sexual Offences Prevention Order (SOPO)

Applied for -	58
Interim Order Issued	0
Full Order Issued	49

Level 2 & 3 Offenders Sent to Custody for Breach of SOPO

- 0

Level 2 & 3 Offenders returned to custody for breach of licence

- 37

Notification Orders

Applied for –	0
Interim Order issued-	0
Full order issued-	0

Foreign Travel Orders

Prevent offenders with convictions for sexual offences against children from travelling abroad where it is necessary to do so to protect children from the risk of sexual harm.

Applied for -	0
Interim Order Issued -	0
Full Order Issued -	0

Explanation / Commentary

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 and / or currently pose a risk of serious harm, although the majority (77.89%) are actually managed under ordinary agency (level 1) arrangements rather than via MAPP meetings.

Registered Sexual Offenders (RSOs)

Those who are required to notify the police of their name, address and other personal details and notify any changes subsequently. Failure to comply with the notification requirements is a criminal offence which carries a maximum penalty of 5 years' imprisonment.

Violent Offenders

This category includes violent offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. It also includes a small number of sexual offenders who do not qualify for registration and other offenders disqualified from working with children.



Other Offenders

Offenders who do not qualify under the other 2 MAPPA eligible categories, but who currently pose a risk of serious harm, which requires management via MAPP meetings.

Breach of Licence

Offenders released into the community following a period of imprisonment of 12 months or more 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.

Sexual Offences Prevention Order (SOPO)

A court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender's behaviour in the community. The full order lasts for a minimum of 5 years and can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender loitering near schools or playgrounds. If the offender fails to comply with (i.e. breaches) the requirements of the order, he can be taken back to court and may be liable to up to 5 years imprisonment.

Notification Order

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. Police may apply to the court for the order in relation to offenders in or intending to come to the UK

Foreign Travel Order

Prevent orders with convictions for sexual offences against children from travelling abroad where it is necessary to do so to protect children from the risk of sexual harm.



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