



# BEDFORDSHIRE MULTI AGENCY PUBLIC PROTECTION ARRANGEMENTS



## ANNUAL REPORT 2009-10

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# SECTION 1

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## Introductions

### **Bedfordshire's MAPPA or Multi Agency Public Protection Arrangements 9<sup>th</sup> Annual Report**

The purpose of MAPPA is to assess and manage the risk of sexual and violent offenders. MAPPA arrangements exist to ensure that protection of the public is given the highest priority, with victim's issues being central to effective operations.

2009/10 was a significantly positive year for MAPPA Bedfordshire, for example there were no Serious Further Offences (SFOs) from the offenders subject to MAPPA risk management plans. This success has depended largely on the close working relationships between the Responsible Authorities, the Police, Prison Service and Probation Trust and those agencies that have a duty to co-operate.

Close working relationships have developed over the last twelve months with Health and Social Care agencies, Local Housing, MARAC (Multi Agency Risk Assessment Conference - which has its focus in the risk management of Domestic Abuse perpetrators) and Youth Offending Teams (YOTs). Solid working links have also been maintained with Local Criminal Justice Boards, Community Safety Partnerships, Children's Services and Local Safeguarding Children Boards, resulting in joined up working processes that are functional, avoid duplication of work and identify where efforts are best deployed.

Alongside this approach MAPPA has incorporated the learning across Criminal Justice services, from the recommendations of the external investigation into the case of Dano Sonnex, a case supervised by London

Probation Trust. We have concentrated on developing the victim focus of our work and increasing the involvement of victim liaison staff whilst having greater involvement with offenders held in custody.

We acknowledge that the prevention of further offending is not always possible, we are managing the most dangerous offenders and risk can not always be entirely eliminated. In order to ensure arrangements work Bedfordshire's MAPPA is collaborating with other MAPPAs in the Eastern Region to ensure robust practices are in place for reviewing cases where there is an SFO, or a near miss.

Regional collaboration ensures that there are resources available for a thorough and objective review of cases.

Further collaboration with the Child Exploitation and Online Protection (CEOP) agency has led to a joint agency approach to stopping sexual offending online and to track those offenders committing crimes against children when abroad. Bedfordshire MAPPA has continued to utilise the expertise of the CEOP particularly where offenders appear to be seeking to travel.

Even with our success rate there is no room for complacency and the MAPPA Strategic Management Board (SMB) are aware that the absence of a serious incident does not serve as an evaluation strategy.

Monitoring, review and evaluation are consistent practices to support

effective risk management and the appointment of a voluntary Lay Advisor for the Bedfordshire area will assist and support the SMB in reviewing functions. Welcome to Debbie Lewis-Brindley whose commitment to Bedfordshire's MAPPA supports the communities she represents.

There have been many highlights and focal points within the year, one of which is the recognition of the need for work to be carried out with gang activity in the area.


MAPPA have a vital role to play in managing the highest risk gang offenders and responses have included proactive Policing and setting up a dedicated Police team to monitor and profile gang activity and share information with other responsible agencies - a system that has already

proved invaluable in managing offenders both in the community and in custodial settings.

The annual report for this financial year considers the contributions made by all the responsible agencies with particular interest this year in Approved Premises and the role they play within MAPPA, and the introduction of VOO's and the Police's work in the introduction of Violent Offender Orders.

The report aims to give a fuller understanding the work that often goes unnoticed in our communities.

The MAPPA management team would like to thank all the co-operating agencies for their support and commitment this year in creating safer communities.



**Linda Hennigan  
Chief Officer  
Bedfordshire  
Probation Trust**



**Adrian Smith  
Regional Manager  
Custodial Services  
HM Prison Service**



**Gillian Parker  
Chief Constable  
Bedfordshire  
Police**

# The Director of Offender Management Perspective

## Trevor Williams, the Director of Offender Management for the East of England

In introducing the MAPPA annual report last year, I stressed my belief that MAPPA lies at the heart of what the National Offender Management Service (NOMS) does, as public protection, reducing re-offending and effective partnership working were all key aims of the agency. We focused on four key areas during 2009/10:

- Promoting and giving priority to safeguarding children.
- Implementing the recommendation from the external investigation into the case of Dano Sonnex.
- Further developing the victim focus of MAPPA work where necessary.
- Achieving greater prison involvement in MAPPA work.

During 2009/10 I took an active interest in the developments of MAPPA, not least in my role as commissioner of offender management services from two of the responsible authorities: prisons and probation. I very much welcomed the continued commitment of MAPPA Strategic Management Boards (SMBs) to ensure effective information exchange and joint risk management of cases where the risk of serious further offending was high and valued the work of the regional public protection group chaired by Probation.

A member of my commissioning team was tasked with strengthening prison practice in relation to safeguarding children and we have now developed the role of the public protection leads in every prison in the region and will be providing them with specific safeguarding training.

We have successfully filled the post of regional public protection officer which has allowed us to take a more detailed look at the challenges we face in delivering the actions mandated by the revised MAPPA Guidance and this has informed decisions for the coming year. Additional funds have, as a consequence, been allocated from the regional budget to assist the functioning of MAPPA SMBs across the region. Funding has also been contributed to support a regional approach to Serious Case Reviews.

As a consequence of the Sonnex case, Probation Areas were required to give regular assurances that resources were being effectively targeted at the highest risk cases and these returns are being scrutinised at a regional level.

Following the completion of HMIP's second round of Offender Management Inspections direct work with victims was generally found to be an area of strength in the region. However five of the six Probation Areas were recommended to continue to attend to the perspectives and concerns of victims in work with offenders so this featured prominently in a regional workshop to progress the recommendations and the action plans Trusts have put in place.

I have placed a particular focus on the implementation of ViSOR over the last year to ensure that this valuable information exchange mechanism is being used properly and to its full potential. Following recent diagnostic work plans are in place to improve the use of ViSOR in both the prison and probation settings during 2010/11.

We have also been focusing at a regional level on the risks and needs of indeterminate sentenced prisoners and promoting initiatives to ensure that their sentences are planned as effectively as possible to permit well managed release under supervision where appropriate. The support of MAPPA in this regard is appreciated.

The new financial year has brought significant changes: we have a new Government and ministerial team in the Ministry of Justice; our six probation areas have become five Trusts; and cost saving is an ever more significant priority. In this climate, local multi-agency collaboration makes even more sense. I am therefore determined to do what I can to ensure that the relevant agencies are empowered to play a full part in MAPPA and will be looking for models of good practice in this

endeavour locally. My focus for the coming year will thus be on:

- Developing the capacity to conduct independent and effective serious case reviews to assist all MAPPA partners in learning lessons from those cases in the event of re-offending by offenders posing a risk of serious harm to the public.
- Continuing to embed ViSOR into routine probation and prison operations.
- Encouraging development to ensure that, in the highest risk cases, the MAPPA processes facilitate the commitment of the necessary expertise and resources across all agencies.

## **SECTION 2**

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### **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 Bedfordshire 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/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 MAPP meetings attended by various agencies.

## Who are MAPPA-eligible offenders?

There are three 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 three 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.

## **What is the role of the Strategic Management Board?**

Senior representatives of each of the agencies involved in MAPPA form a Strategic Management Board (SMB) which meets at least quarterly to monitor the arrangements and direct

any necessary improvements. Contact details for the members of Bedfordshire's SMB three lead agencies are given at the back of the Annual Report.

## **How Multi-Agency Public Protection Panels Operate in Bedfordshire**

### **How does MAPPA operate locally?**

MAPPA in Bedfordshire is essentially a series of meetings involving professionals who attend as core members and some who attend only for a case that they are directly involved with. All agencies sign up to an information sharing protocol which allows for a full exchange of information and an assessment of the Risk of Harm that a particular offender presents. A Risk Management Plan is

then devised for those cases that need management through the MAPPA.

Local working arrangements of MAPPA might best be shown by an explanation of the role of the MAPPA Coordinator, the make up of a typical MAPPA panel and some example case studies. The example cases are representative of the sorts of issues that MAPPA deals with and the Risk Management plans it makes.

## **The Role of the MAPPA Co-ordinator**

The MAPPA Co-ordinator's role is to be aware of all the cases in Bedfordshire that qualify for consideration by MAPPA panels and to take referrals from all the agencies. The Co-ordinator decides if cases require a meeting and in Bedfordshire all Level two meetings are chaired by the Co-ordinator. Level three meetings are chaired by an Assistant Chief Probation Officer, or Senior Police Officer, with the Co-ordinator present to advise the chair.

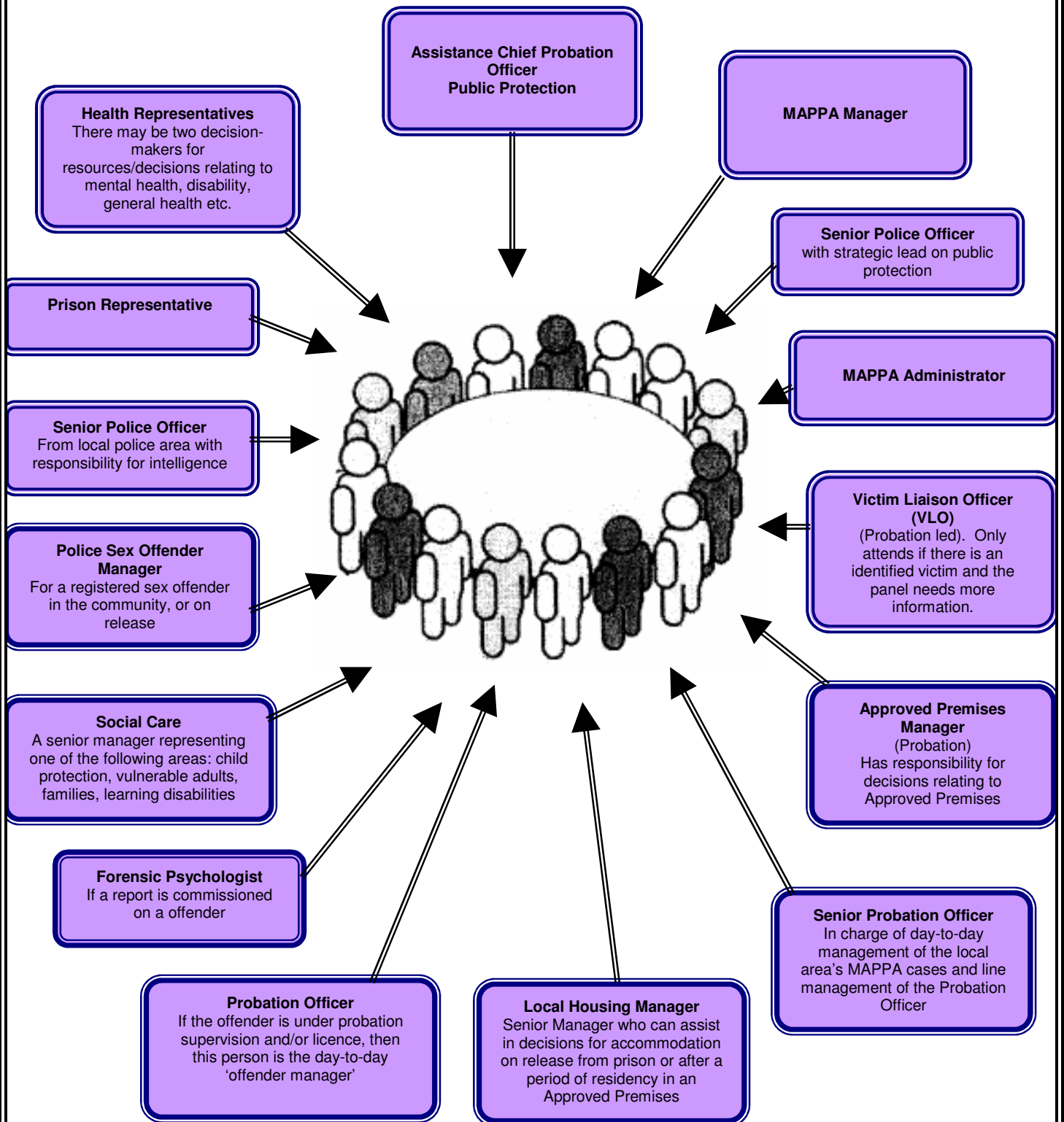
The role of the Co-ordinator is not to take over the function of agencies

attending meetings. The Co-ordinator must ensure that everything that can be done to manage the Risk of Harm presented by offenders is done, cases are reviewed and agencies attend meetings when they are invited and complete agreed actions.

The Co-ordinator reports quarterly to the Strategic Board providing information that enables the SMB to monitor MAPPA arrangements for managing dangerous offenders in Bedfordshire to ensure they are both effective and in line with the national guidance



# A Typical MAPPA Level 3 Panel in Bedfordshire and the Agencies around the table



## Example Case Studies

### Case Study One – James, 42 year old sex offender

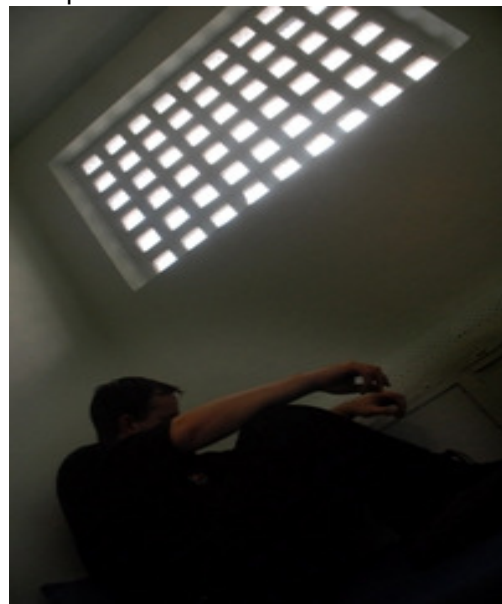
James is a 42 year old man who was convicted of a rape against an adult female. James received a 12 year custodial sentence but during his sentence he was transferred to hospital for treatment under the Mental Health Act. Just prior to his release he was transferred back to Prison and was released on a post custody licence. His licence conditions required him to live in Approved Premises (a Probation Hostel) and to cooperate with treatment offered by local mental health services. Without taking the appropriate medication mental health services were clear to MAPPA that James would become unstable and that his risk to adult females would increase and become unmanageable.

During the course of his first release from custody James refused to take his medication and was recalled to custody by the Probation Service as he was in breach of his post custody license condition to co-operate with mental health services. James was swiftly transferred to hospital after recall and his medication stabilised. During ward rounds in hospital, Police, Probation and mental health workers all convinced James of the importance of taking his medication. He was eventually stabilised and returned to prison.

After a significant period in custody and after doing more offence focused

work with the prison psychology department he was released back to the Approved Premises. He eventually completed a long stay in Approved Premises, complied with his licence conditions and was moved on to supported accommodation which had close links with mental health services and where he could reside with a relatively high level of monitoring beyond the end of his licence period.

He made no attempt to approach a female or form any relationships whilst MAPPA was managing his case and on his second release from custody he continues to take medication, remains closely monitored by mental health services and would be returned to hospital should he revert to non compliance.



### Case Study Two – Joan, 35 years old and violent

Joan is a 35 year old female who was convicted of a serious assault with a knife on a male with whom she had been in a relationship. She

had a history of assaults against partners and most of her offending was committed whilst she was under

the influence of drugs. Her partners were usually drug misusers.

The MAPPA panel was particularly concerned that any involvement with drug agencies would bring her into contact with her 'target group of vulnerable males with drug problems who would be at risk of assault should they form a relationship with Joan. Through the meeting it was made possible for her to access all the relevant services without attending at times when she would be with other drug users, or by workers seeing her at the all female Approved Premises, where she was placed.

Joan was assessed as having a severe personality disorder during the course of the custodial part of her sentence. She was assessed by prison psychologists and the work they began was continued after her release by a Psychologist based in the community. Joan's family history of being the victim of domestic abuse was uncovered by the professionals working with her and it

became clear that both her drug dependency and violence had its roots in her response to being a victim.

The MAPPA meetings discussed openly the approach all professionals should take whilst working with Joan. The meeting was clear that Joan should be encouraged to understand her past but not see her own victimisation as an excuse for her offending. Through close collaboration all agencies were able to both focus on Joan's history as a victim, whilst at the same time encouraging her to take responsibility for her own offending and violence.

Joan progressed enough to be able to leave Approved Premises and live in her own accommodation. She has not yet completed her post custody licence, but has not reoffended and is co-operating with the agencies working with her. She has been tested for drug use since her release from custody and has not returned to using illegal substances.

### **Case Study Three – Abbey: a victim's story**

Abbey is 26 and she has been in two abusive relationships over the last ten years. Her last partner, John, was accused of raping her and of a serious violent assault against her before being convicted. He was found not



guilty of the sexual assault and received a three year sentence for the violent assault.

Abbey had been involved with the Domestic Abuse Police and her case had been discussed at the MARAC prior to John being convicted, but Abbey had not wished to end the relationship. She told Police that she felt safer knowing where John was and she felt that she was less likely to be assaulted if she didn't try to end the relationship. Whilst the Police tried to advise her that this wasn't a safe long term strategy she had made up her mind.

John was referred to MAPPA and was released to Approved Premises with

strict reporting conditions and a condition not to contact Abbey, or go to her address, even though Abbey did not wish to have this condition. It was felt that this condition was justified given the risk John posed to her.

During the first month of his release John tried to contact Abbey and was overheard by staff at the hostel making threats to her and as a consequence he was recalled to prison. John had been on a condition to complete a domestic violence programme and as part of that programme the women's safety worker would offer Abbey contact to discuss John's progress on the programme and to give Abbey safety advice. Abbey had not taken up the offer of contact with the women's safety officer (WSO) but after John was recalled to prison she asked to

John remains in prison and will be released next year, but to date he has not tried to contact Abbey. He has told his probation officer that he will not contact her. John has committed violent offences against three previous partners and his probation officer suspects that John may feel that it would be easier to let Abbey go and find someone else to abuse when his licence has finished.

see the Women's Safety Officer (WSO).

The women's safety officer, whilst not directly asking Abbey to leave John, talked to her in general terms about the research into domestic abuse which explores the patterns of abuse and the psychology behind both perpetrators of domestic violence and victims. In the course of these discussions, and discussions with the Police, Abbey decided that she had had enough of being a victim and wanted to finish the relationship. She wrote to John in Prison asking him not to contact her again. She obtained a civil order which prohibited him from contacting her. Housing agencies, through the MAPPA and MARAC, assisted her in moving to an address John does not know

If this is true there is more work for MAPPA when John is next released to protect any new partners, but the signs for Abbey are that by standing up to John and taking up the assistance from the authorities she has discouraged John from continuing to abuse her. It is encouraging that she has told the women's safety worker that if she is abused by any partner in future she will go straight to the Police, end the relationship and use all she has learnt to protect herself.



## SECTION 3

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### Developments in Bedfordshire 2009-10

#### Bedfordshire Police

This reporting period has seen a period of investment in staff training and consolidation of working practices for Bedfordshire Police in relation to the supervision and management of Registered Sex Offenders.

Bedfordshire Police will be increasing the establishment of the dedicated Sex Offender Management Team (SOMT) from 1<sup>st</sup> July 2010, making the establishment for the unit six constables and two police staff 'Managers'. This will reduce the number of Registered Sex Offenders being managed by individuals and ensure more robust and effective management processes and structures are implemented.

The redeployment of the managers in line with the three local authority boundaries has created closer working relationships with partner agencies, in particular Children's Social Care, when dealing with individuals who pose a significant risk to children.

The team has seen a significant increase in the frequency of visits to Registered Sex Offenders during the latter part of 2009. This increase brings Bedfordshire in line with national guidance developed by the National Policing Improvement Agency and has resulted in more effective risk identification, risk assessment and risk management processes.

Bedfordshire Police continues to pro-actively pursue preventative civil orders where appropriate and to provide specialist advice and guidance to other officers dealing with offenders

for relevant sexual offences. The team has been successful in obtaining a number of Sexual Offences Prevention Orders during the reporting period by identifying the risk to the public posed by certain individuals. These orders are then effectively 'policed' in order to more effectively reduce the risk posed.



There has been a significant amount of investment in training the Sex Offender Management Team in accredited risk assessment processes and professional development courses provided by the Child Exploitation & Online Protection Team and the Metropolitan Police Service. One member of the team is now a qualified trainer in accredited risk assessment processes.

Bedfordshire Police continues to utilise the ViSOR system in collaboration with the Probation Service in order to manage and monitor Registered Sex Offenders. This provides a 24 hour

capability within Bedfordshire through the Central Intelligence Bureau, who are able to access intelligence which is made available to law enforcement agencies on a national basis.

Future plans for the Sex Offender Management Team include developing the existing relationships with partners and other police resources to gather appropriate intelligence in order to proactively target individuals who pose the greatest risk.

## **ViSOR – Violent and Sex Offender Register**

ViSOR is an IT system for the management of people who pose a serious risk of harm to the public. Since implementation of ViSOR the three MAPPA Responsible Authority agencies - Police, Prison and

Probation - are able to work on the same IT system which enables the sharing of risk assessments and risk management information on individual violent and sex offenders in a timely way to reduce re-offending.

## **Violent Offender Orders**

Violent Offender Orders were created within the Criminal Justice and Immigration Act 2008 (Sections 98 to 117) which came into force on 03.08.2009. Strict qualifying criteria applies to offenders, namely: - Offender has to be over the age of 18, convicted in England or Wales and has been sentenced to at least 12 months imprisonment (includes offences resulting in hospital orders and those found not guilty by reason of insanity) for an offence of GBH, GBH with intent, Manslaughter, attempting/ conspiring to/soliciting Murder or an equivalent offence abroad. Qualifying offences do not include the offence of Murder itself.

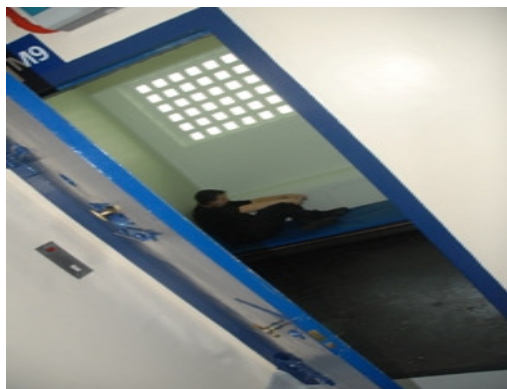
If the above conditions prevail, the offender is known as a 'qualifying offender.'

If a qualifying offender has acted or behaved in a way that indicates they pose a risk of serious violent harm and that a Violent Offender Order is now necessary then an application should be made.

Only the Police can make an application for a Violent Offender Order, application is made to local Magistrates Courts. An interim order can be applied for, which is then reinforced by a full order with duration of 2–5 years. A Violent Offender Order is a civil preventative order with a criminal standard of proof. Breach of a Violent Offender Order 'without reasonable excuse' is punishable with up to 5 years imprisonment and/or a fine. Breaches are prosecuted by the Crown Prosecution service.

A Violent Offender Order can only come into force after statutory licence conditions have expired.

A Violent Offender order contains prescriptive conditions in the form of



prohibitions on the offender which can only be : From going to any specified premises or any other specified place (whether at all, or at or between any specified time or times), from attending any specified event, from having any, or any specified description of, contact with any specified individual. Once a Violent Offender Order has been granted, the offender is subject to the following notification requirements for the duration of the order: To register

with the Police within three days of the order being granted, notify change of details, make annual re-notification, weekly notification if 'No Fixed Abode', and foreign travel notification.

Violent offender orders are prepared and obtained by the Police solicitor in conjunction with an officer who has a comprehensive knowledge of the offender concerned.

## HM Prison Bedford

This reporting year has seen many improvements throughout the Prison Service in relation to both MAPPA and public protection in general.

The implementation of ViSOR throughout the Prison Service, along with mandatory requirements for its use, as outlined in Prison Service Instruction 27/2009, has meant that vital prison intelligence relating to the most dangerous offenders held in custody can be communicated securely to our colleagues within the Police and Probation services, in an attempt to prevent further crime and to keep our communities safe.

The Prison Service has also been subject to a major business change over the last year in the form of a new IT system, Prison National Offender Management IT System (P-NOMIS). P-NOMIS is an offender database that has replaced our outdated legacy version. The theory behind the system is that an offender will be given a NOMIS number on initial reception to custody and that same number will follow him/her throughout their various periods in custody, in contrast to the previous system of having a different number on each prison sentence. This ensures that that wherever intelligence, ranging from a personal description of the offender to his behaviour on the wing, is entered onto

the system, this information can be easily accessed at any stage of that offenders custodial journey. This may include information that is vital to the MAPPA process.



At a more local level, HMP Bedford continues to support MAPPA by providing a single point of contact for all MAPPA enquiries and to attend local panel meetings for Luton and Bedford. All offenders who fall under MAPPA are identified upon initial reception to custody, or via the MAPPA co-ordinator, and flagged on NOMIS, meaning that as an offender moves throughout the prison system, each establishment is aware of their MAPPA status, allowing them to put measures in place immediately.



In addition, all offenders that fall under MAPPA have 100% of their communications monitored for the first month that they are in custody,

providing valuable intelligence to feed into the MAPPA process.

The Internal Risk Management Team (IRMT), a team made up of various personnel based at HMP Bedford, continue to meet every week to discuss the most dangerous and disruptive offenders in our custody and how to manage them. More recently, a member of the CPN team has joined this panel, providing a perspective from the Mental Health side, which has proved to be very useful. At this meeting, all offenders under MAPPA level 2 and 3 are discussed and any significant information is forwarded to MAPPA in the community.

## **Bedfordshire Probation Trust Approved Premises**

### **Women's Approved Premises**

In 2007, Bedford Approved Premises converted from being a mixed gender provision to being an all female provision. This means, that unlike the all male Approved Premises', we can offer places to offenders who pose a lower risk of harm to others, as long as there is evidence that there is a suitable needs profile that is not solely about accommodation, and in the case of bailees, that their offence crosses the custody threshold. Having said that, at 1 July 2010, the resident group, which numbered 16, was made up as can be seen below, and demonstrates that we do accommodate high risk cases who need to be managed using a multi-agency approach.

MAPPA Level 1	8
MAPPA Level 2	6
MAPPA Level 3	2

Staff at Bedford Approved Premises attend MAPPA meetings for those residents who are assessed as being

at Level 2 or 3. Because of the unique nature of AP's, whereby staff see and hear so much more than the Offender Managers, they are able to make valuable contributions to the process of managing risk as they have a wealth of information and observations and experience of the individual offenders.



Magda Nichols - Women's Approved Premises Manager



It is worth noting, that women who come into the criminal justice system often have multiple issues or needs associated with pregnancy and childcare, have experiences of sexual and physical abuse, suffer from poor physical and mental well-being. Almost one in five women prisoners had spent time as an in-patient in a mental or psychiatric ward and as many as 40% reported receiving help or treatment for a mental or emotional problems in the year before coming into prison.

From OASys we also know that 59% of women offenders (compared with 37% of males) have identified needs in relation to their emotional well-being. Women offenders may be more likely than men to disclose mental health issues such as anorexia/bulimia, self-mutilation and self-harm, attempted suicide and cutting.

Statistics reveal that:

- Two-thirds of women in custody show symptoms of at least one neurotic disorder such as depression, anxiety and phobias.
- More than half are suffering from a personality disorder. By comparison among the general population less than a fifth of

women suffer from these disorders.

- Half of the women in prison are on prescribed medication such as anti-depressants or anti-psychotic medicine and there is evidence that the use of medication increases whilst in custody.

It is evident from this, that not only are women offenders far more complex than their male counterparts, but they are also far more vulnerable. So, when working within the Multi-Agency arena, this vulnerability also has to be considered in order to ensure that the women are not exploited in any way, including the commission of any further offences, and are kept safe from any personal harm. Where there is an identified high, or very high risk of harm, to others the Approved Premises can provide an enhanced level of monitoring via curfews, HDC, instructions to report to Hostel staff at regular intervals, room searches, drug and alcohol testing, monitoring of movements and associations with others. By acting on what we see and hear, liaising with Police intelligence, the Offender Manager and the MAPPA co-ordinator, we can as a team, put risk management strategies in place in order to minimise the risk of harm to others as well as themselves.

## Luton Approved Premises

Luton Approved Premises (LAP) is a 20 bed hostel that accommodates men who are assessed as posing a high or very high risk of harm, the majority of whom are supervised on licence having been released from prison. Staff at the AP work closely with Offender Managers to deliver structured interventions, including one-to-one key working, and contribute to the delivery of risk management plans agreed within the Multi-Agency Public Protection Arrangements (MAPPA).



Debra Andrews – Luton Approved Premises Manager

Whilst there are occasions when we have to contribute to the enforcement of licences and seek a recall to

custody, our ultimate aim is to support and prepare offenders to move on to suitable accommodation.

## **The Role of the Lay Advisor**

The Responsible Authority is required to appoint two lay advisers to sit on the SMB. The lay advisers 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 or have strong local links.

### **“A View from a Newly Appointed Lay Advisor”**

MAPPA addresses principles regarding the release and supervision of violent and sexual offenders. My role is to put the perspective and concerns of the public, to put a “common sense” view to strategic management level. I act outside the professional circle, with limited knowledge of formal criminal justice processes, as an individual.

If previously and potentially dangerous prisoners (male and female) can be properly supervised and monitored at their release, on licence, this reduces the possibility of re offending. Being left without management puts the vulnerable, including previous victims, at risk of harm. Good teamwork and communication makes for a system with frequent opportunities to identify and minimise future risks to the wider community.

I have been able to observe at two MAPP panel meetings (when individual offenders are discussed). The progress of the individual is examined and appropriate changes of category of concern (levels) and requirements to protect the public are considered. These meetings are held frequently, across the county, and individuals are discussed at regular intervals, set more and more frequently should concerns be raised.



Debbie Lewis-Brindley  
Lay Advisor

The team, concerned with each individual offender (one of many at any one time), attend only that part of the meeting which is concerned with the offender of their responsibility; this minimises time used by each professional and is an efficient system.

Strategic board meetings are held quarterly. At these meetings I contribute by representing the public, in an independent manner, raising general concerns and asking questions that may not have been considered by the professionals, my

participation being partly informed by observations at the MAPP meetings.

Since I was appointed I have attended three strategic management boards and have been impressed with the input of a multi-professional team that attends.

This team has included not only, police/prison/probation forces but also hostel managers, housing, health care providers, social and youth workers

and others who represent the vulnerable, such as child protection agencies.

On occasions presentations are made by different organisations to ensure the panel is up to date on legal and other appropriate issues.

Until recently I was unaware of the processes and how these quietly and positively impact upon our community.

These work well in Bedfordshire and we should all have confidence in the systems in place.

## SECTION 4

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### MAPPA STATISTICAL INFORMATION 2009/10

#### Number of MAPPA eligible offenders at 31 March 2010

	<u>Level 1</u>	<u>Level 2</u>	<u>Level 3</u>	<u>TOTAL</u>
<b>Category 1:</b> Registered Sexual Offenders	342	13	2	<b>357</b>
<b>Category 2:</b> Violent offenders	117	32	4	<b>153</b>
<b>Category 3:</b> Other Dangerous Offenders	-	4	0	<b>4</b>

#### Enforcement for offenders managed via MAPP meetings

##### Returned to custody for breach of licence:

- Level 2 = 15
- Level 3 = 5
- Total = 20

##### Sent to custody for breach of Sexual Offences Prevention Order (SOPO):

- Level 2 = 0
- Level 3 = 0
- Total = 0

#### Further data on Registered Sexual Offenders

Registered Sexual Offenders in:

- BCU 1 ( Bedfordshire excluding Luton) = 243
- BCU 2 (Luton) = 114

Total number of registered sexual offenders in Bedfordshire per 100,000 head of population

- 67.84

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

Registered Sexual Offenders cautioned or convicted for breach of notification requirements

- 9

Sexual Offences Prevention Orders (SOPOs):

- Applied for = 0
- Interim Order issued = 2
- Full Order issued = 27

Notification Orders:

- Applied for = 0
- Interim Order issued = 0
- Full Order issued = 0

Foreign Travel Orders

- Applied for = 0
- Interim Order issued = 0
- Full Order issued = 0

**Explanation/Commentary**

The totals of MAPPA eligible offenders, broken down by category, reflects the picture on 31 March 2010, (i.e. a snapshot). The rest of the data covers the period 1 April 2009 and 31 March 2010.

**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 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 offenders disqualified from working with children.

**Other 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 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

an 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 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 Orders** - prevent offenders with convictions for sexual offences against children from traveling abroad where it is necessary to do so to protect children from the risk of sexual harm.

# SECTION 5

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## CONTACT INFORMATION

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