

# NORTHAMPTONSHIRE



## Annual Report 2016/2017

# Introduction

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On behalf of my colleagues in the Strategic Management Board I am pleased to share with you the annual report of the Northamptonshire Multi-agency Public Protection Arrangements (MAPPA). This report outlines our work to protect local communities from sexual and violent offenders who pose the highest risk of harm and offending. It also gives an overview of developments for MAPPA which will improve how partners work together to protect the public.

The “Responsible Authorities” for MAPPA are the Police, Probation and HM Prison Services. MAPPA brings these services together with partners from Health, Social Care, Immigration, Employment Services and Housing. An overview of the work of these agencies within MAPPA is included in this report alongside some case examples that illustrate working in partnership.

Securing and promoting confidence in our ability to protect the public from sexual and violent offenders is an aim embraced by all of the MAPPA agencies. We will continue to work on a wide range of initiatives across the partnership to deliver this, ensuring that our work is informed by research and makes good use of developments in technology.

As Chair of the SMB and on behalf of my Lead Officer colleagues I commend this annual report which I hope provides evidence of our ongoing commitment and dedication to work collaboratively and effectively to provide sustained protection for the public and manage the risks posed by serious offenders.



James Andronov  
Assistant Chief Constable

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# What is MAPPA?

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## MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders (MAPPA-eligible offenders) under the provisions of sections 325 to 327B of the Criminal Justice Act 2003.

They bring together the Police, Probation and Prison Services in each of the 42 Areas in England and Wales into what is known as the MAPPA Responsible Authority.

A number of other agencies are under a Duty to Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Services, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.

The Responsible Authority is required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from each of the Responsible Authority and DTC agencies.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA offenders who act as independent, yet informed, observers; able to pose questions which the professionals closely involved in the work might not think of asking. They also bring to the SMB their understanding and perspective of the local community (where they must reside and have strong links).

## How MAPPA works

MAPPA-eligible offenders are identified and information about them is shared between agencies to inform the risk assessments and risk management plans of those managing or supervising them.

That is as far as MAPPA extend in the majority of cases, but some cases require structured multi-agency management. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.

There are 3 categories of MAPPA-eligible offender:

- **Category 1** - registered sexual offenders;
- **Category 2** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; and
- **Category 3** – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm.

There are three levels of management to ensure that resources are focused where they are most needed; generally those involving the higher risks of serious harm.

- **Level 1** involves ordinary agency management (i.e. managed by the lead agency with no MAPPA formal meetings);
- **Level 2** is where the active involvement of more than one agency is required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level.

MAPPA are supported by ViSOR. This is a national IT system to assist in the management of offenders who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when high risk offenders move, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system for the first time, improving the quality and timeliness of risk assessments and interventions to prevent offending.

All MAPPA reports from England and Wales are published online at: [www.gov.uk](http://www.gov.uk)

# MAPPA Statistics

<b>MAPPA-eligible offenders on 31 March 2017</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	733	174	-	907
Level 2	6	4	1	11
Level 3	0	0	1	1
Total	739	178	2	919

<b>MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	32	16	13	61
Level 3	2	1	1	4
Total	34	17	14	65

<b>RSOs cautioned or convicted for breach of notification requirements</b>	25
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<b>RSOs who have had their life time notification revoked on application</b>	4
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<b>Restrictive orders for Category 1 offenders</b>	
<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	99
SHPO with foreign travel restriction	1
NOs	0

<b>Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b>	0
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Level 2 and 3 offenders returned to custody				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
<b>Breach of licence</b>				
Level 2	9	6	5	20
Level 3	1	0	0	1
Total	10	6	5	21
<b>Breach of SOPO</b>				
Level 2	4			4
Level 3	0			0
Total	4			4

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	116
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This figure has been calculated using the Mid-2016 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics, excluding those aged less than ten years of age.

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2017 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2016 to 31 March 2017.

**(a) MAPPA-eligible offenders** – there are a number of offenders defined in law as eligible for MAPPA management, because they have committed specified sexual and violent offences or they currently pose a risk of serious harm, although the majority are actually managed under ordinary agency (Level 1) arrangements rather than via MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

**(b) Registered Sexual Offenders (RSOs)** – those who are required to notify the police of their name, address and other personal details and to notify of any subsequent changes (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence that carries a maximum penalty of 5 years imprisonment.

**(c) Violent Offenders** – this category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for registration.

**(d) Other Dangerous Offenders** – offenders who do not qualify under the other two MAPPA-eligible categories, but who currently pose a risk of serious harm which requires management via MAPPA meetings.

**(e) Breach of licence** – offenders released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If these conditions are not complied with, breach action will be taken and the offender may be recalled to prison.

**(f) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction).** Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders.

They are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. It requires the offender to notify their details to the police (as set out in Part 2 of the 2003 Act) for the duration of the order.

The court must be satisfied that an order is necessary to protect the public (or any particular members of the public) in the UK, or children or vulnerable adults (or any particular children or vulnerable adults) abroad, from sexual harm from the offender. In the case of an order made on a free standing application by a chief officer or the National Crime Agency (NCA), the chief officer/NCA must be able to show that the offender has acted in such a way since their conviction as to make the order necessary.

The minimum duration for a full order is five years. The lower age limit is 10, which is the age of criminal responsibility, but where the defendant is under the age of 18 an application for an order should only be considered exceptionally.

**(g) Notification Order** – this requires sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.

#### **(h) Sexual Risk Order (including any additional foreign travel restriction)**

The Sexual Risk Order (SRO) replaced the Risk of Sexual Harm Order (RoSHO) and may be made in relation to a person without a conviction for a sexual or violent offence (or any other offence), but who poses a risk of sexual harm.

The SRO may be made at the magistrates' court on application by the police or NCA where an individual has done an act of a sexual nature and the court is satisfied that the person poses a risk of harm to the public in the UK or children or vulnerable adults overseas.

A SRO may prohibit the person from doing anything described in it, including travel overseas. Any prohibition must be necessary to protect the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

An individual subject to an SRO is required to notify the police of their name and home address within three days of the order being made and also to notify any changes to this information within three days.

A SRO can last for a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed).

The criminal standard of proof continues to apply. The person concerned is able to appeal against the making of the order and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

A breach of a SRO is a criminal offence punishable by a maximum of five years' imprisonment. Where an individual breaches their SRO, they will become subject to full notification requirements.

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

#### **(i) Lifetime notification requirements revoked on application**

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place that allows qualifying sex offenders to apply for a review of their notification requirements.

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

On 21 April 2010, in the case of R (on the application of F and Angus Aubrey Thompson) v Secretary of State for the Home Department [2010] UKSC 17, the Supreme Court upheld an earlier decision of the Court of Appeal and made a declaration of incompatibility under s. 4 of the Human Rights Act 1998 in respect of notification requirements for an indefinite period under section 82 of the Sexual Offences Act 2003.

This has been remedied by virtue of the Sexual Offences Act 2003 (Remedial) Order 2012 which has introduced the opportunity for offenders subject to indefinite notification to seek a review; this was enacted on 30th July 2012.

Persons will not come off the register automatically. Qualifying offenders will be required to submit an application to the police seeking a review of their indefinite notification requirements. This will only be once they have completed a minimum period of time subject to the notification requirements (15 years from the point of first notification following release from custody for the index offence for adults and 8 years for juveniles).

Those who continue to pose a significant risk will remain on the register for life, if necessary. In the event that an offender is subject to a Sexual Offences Prevention Order (SOPO)/Sexual Harm Prevention Order (SHPO) the order must be discharged under section 108 of the Sexual Offences Act 2003 prior to an application for a review of their indefinite notification requirements.

For more information, see the Home Office section of the gov.uk website:

<https://www.gov.uk/government/publications/sexual-offences-act-2003-remedial-order-2012>



# Northamptonshire

# MAPPA

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## Governance Arrangements for MAPPA

MAPPA is overseen and reviewed by senior representatives from each agency involved in MAPPA. This partnership is the Strategic Management Board (SMB) and is chaired by senior managers from the Responsible Authorities. In 2017 the Chair moved to ACC James Andronov. Board members monitor arrangements, direct necessary improvements and support practitioners in overcoming barriers and accessing resources to implement Risk Management Plans.

### **Members of the Responsible Authority are:**

- Northamptonshire Police
- National Probation Service - Northamptonshire
- HM Prison Service (East of England)

### **Duty to Co-operate Partners are:**

- Children & Young People's Directorate
- Adult Social Care Directorate
- Northamptonshire Healthcare NHS Trust
- Northamptonshire Youth Offending Service
- Job Centre Plus
- Northamptonshire's Local Authority Housing providers and the Registered Social Landlords who work with them.
- Electronic Monitoring Companies
- Home Office Immigration Enforcement
- The Bedfordshire, Northamptonshire, Cambridgeshire and Hertfordshire Community Rehabilitation Company (BeNCH)  
In addition MAPPA works closely with C2C Social Action.

In the following pages each agency has given an overview of their work within MAPPA

# Northamptonshire Police

Northamptonshire Police is committed to its role within MAPPA and values the opportunity to work closely with partners in order to protect the public from harm. Units taking a key role within MAPPA are officers and staff from the Management of Sexual Offenders and Violent Offenders Team (MOSOVO, the Specialist Domestic Abuse Unit and the Force Intelligence Unit.

Once again, over the past year there are have been numerous examples where the MAPPA process has provided a base from which to share vital information with other agencies so that the risks posed by MAPPA offenders are clearly identified and in conjunction with other agencies, a robust risk management plan created to protect the public and support offenders in leading offence free lives.

The effectiveness of MAPPA is highlighted in a case managed over the past year, a Registered Sex Offender (RSO), managed by both Probation and Police within Northampton. The RSO is known to be difficult with professionals and has a history of fabricating the truth. There have been several problems discussed and resolved at MAPPA, from his housing options, to his medical conditions. The RSO was investigated and re convicted of two exposure offences shortly prior to his management at MAPPA. These investigations opened up problems with his housing as the offences were committed at or near to his home address. Effective partnership working, instigated at MAPPA followed, where Police/Probation/Arson Task Force and housing agencies were able

to relocate the RSO. The RSO has a long history of medical conditions which are possibly fabricated and which he uses to put victims off their guard. Through MAPPA these concerns have been brought to the attention of medical of medical professionals and the department for work and pensions have been asked to investigate and clarify the conditions claimed.

The RSO is currently still managed as a MAPPA case, and has been living back in the community for several months. Disclosures for his current living situation have been discussed and authorised by a MAPPA panel and at the time of writing an effective risk management plan is in place where those at risk are aware of information to safeguard themselves and others.

Effective partnership working through MAPPA this year has also seen offenders successfully managed within the community and with the appropriate support and supervision, their risk reduced. The use of GPS tracking devices or Buddi trackers has been helpful both in providing evidence of offender honesty in self reporting and also in quickly identifying offenders who have failed to comply with restrictions. Public probation is enhanced when agencies such as Police and Probation join resources and work together to provide close support and monitoring of high risk offenders and MAPPA provides this framework for agencies to work together.



New joint premises for Northamptonshire Police and Northamptonshire Fire and Rescue Service - Kettering

# National Probation Service

The Probation Service has a long and distinguished history of working with offenders in England and Wales. It has an international reputation for quality but at its heart Probation is about delivering local services – serving the courts and working with community partners to enforce the sentence of the courts, manage risk and reduce re-offending. The creation of a new National Probation Service (NPS), on 1st June 2014 was a significant milestone in the history of Probation. For the first time NPS staff are Civil Servants, directly employed by the National Offender Management Service Agency (NOMS) within the Ministry of Justice and directly accountable to Ministers and Parliament for the work they do. Our common values and a common goal is to – **‘to Prevent Victims by Changing Lives’**.

The NPS, aim is to build on the ‘What Works’ ‘Evidence Based’ approach which has defined probation practice for the last 20 years and to develop an operating model which focuses on local need within a national service; this is critical for the MAPPA arena. As a national service we have made progress developing the quality and consistency of our work across the country – whilst maintaining a clear commitment to local partnerships and responding properly and fully to local issues. As an organisation we are committed to public service values, to supporting our staff, to developing professional practice and to making a difference – for victims, for the offenders we work with, and for our community.

The NPS locally within Northamptonshire, is proud to work with key and valued partners to manage the risks presented by offenders who present the highest levels of risk and harm to our community. We do this by;

- Providing advice, assessment and reports to Courts to assist in sentencing;
- Providing active risk management arrangements for offenders under our supervision;
- Providing robust and tailored management to offenders whether in the community, in custody or subject to licence conditions
- Providing and accessing ‘accredited’ specified programmes designed to address risk and support the rehabilitation of offenders
- Providing access to Approved Probation hostels either in or out of the county.
- Providing appropriate local NPS representatives at all relevant MAPPA meetings to support effective risk management planning for offenders
- Providing a Victim Liaison Officer Service to assist those who have been a victim of serious crime as defined under the Victims Charter and act as an

advocate for victims to ensure that necessary protective measures form part of the risk management plan. We also extend this advocacy to those potential victims who would not have necessarily had specific protection in the past and for victims who fall outside of the remit of the Victims Charter a request for discretionary contact can be considered.

We are proud to play our statutory role within MAPPA and are proud of the huge benefits which ensue for our local community through effective partnership working.



National Probation Service and BENCH - Wellingborough

# The Victim's Charter and Victim Liaison

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 a sexual offence will have been known to the victim in that, sadly the perpetrator can be a partner, parent or trusted family member. In cases where a serious offence has been committed and an offender is sentenced to a minimum of 12 months in prison, Victim Liaison Officers, who are employed by the National Probation Service, make contact with the victims via letter. If victims choose to opt into the Victims Charter, 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. This is a dynamic process. The Victim Liaison Officer forms a vital link between the MAPPA and the victim, updating MAPPA on changes and developments and enabling the MAPPA agencies to respond to changes in risk by reviewing and updating their risk management strategies.

The following Case Study illustrates how MAPPA seeks to balance the needs of victim's with the resettlement of the offender.

An offender who committed numerous sexual offences against children, was released on licence, following the Parole Board's decision. The victims requested a non-contact condition and an area of exclusion.

The case was referred to MAPPA prior to the offender's release, as the offender has attempted to manipulate his MOSOVO Officer and OM into making decisions separately without communicating with each other.

The Offender Manager (OM) reported to the Victim Liaison Officer (VLO) that the offender was offered an employment that would require him to enter the prohibited area. In addition to this, the offender has a relative who is in ill health and requires care, and that this person lives within the exclusion zone. The Offender Manager asked about the victims views on those matters.

The case was discussed at the MAPPA meeting. The VLO attended to represent the victims views. The Panel concluded that the risk of harm to the victim would not be increased if the offender was permitted to enter the exclusion area.

It was also agreed that the offender would be allowed to enter the exclusion area on fixed dates and times, and that he would travel via an agreed route to a fixed location to minimise the possibility of the victim's and offender meeting which would distress the victim.

MAPPA discussed entering the exclusion for the employment purposes. The Panel was of the opinion that the employment would have a positive impact on the offender's rehabilitation, therefore the offender should be allowed to enter the exclusion area once the employment was confirmed.

Victim safety is paramount, however restrictions placed on offenders must be proportionate to the risk they present. MAPPA seeks to balance protecting the victim and the wishes of the victim with the offender's rehabilitation.



National Probation Service - Northampton

## The Prison Service

Our purpose is to protect the public from serious harm that is caused by offenders, to punish them and also to rehabilitate offenders whilst in our care so as to reduce the likelihood of further victims being created when they are eventually released.

Each prison will have a number of offenders who have been identified as falling under the MAPPA when they are released. These are classed as 'MAPPA nominals'. Prison staff and in particular Offender Supervisors, have an important role to play in sharing information with external agencies (e.g. police, probation, health, housing) about the risks that they pose, resettlement plans and relevant security intelligence. In addition, if a MAPPA nominal is referred to a MAPP Level 2 or 3 meeting, the Offender Supervisor will contribute to that meeting either in person, or via a formal report.

By striking a balance between protective measures and rehabilitation, it is the aim of the Prison Service that the offender is released into the community posing a lower risk of serious harm than when they commenced their sentence and having skills (e.g. qualifications, educational attainment, and enhanced thinking skills) which will enable them to become contributing members of their community.

## Arson Task Force

The Arson TaskForce continues to work in partnership with MAPPA

Part of the strategy for managing arson offenders in the community is to provide intervention work. Following this session the offender has a full appreciation about how quickly fire can develop and the consequences this can lead to.

We provided this educational approach to ensure that offenders cannot hide behind the excuse 'I didn't know that was going to happen'.

We make it clear that should they commit arson again we would be duty bound to attend court and make the Judge and Jury aware of the educational input. This clearly would have an impact on sentencing.

The Arson Task Force also support MAPPA by "target hardening" the homes of potential victims and by checking and where needed improving the fire prevention measures in place in accommodation for MAPPA offenders convicted of Arson.



## Nothamptonsahre County Council Adult Social Care

Northamptonshire Adult Social Services (NASS) is the lead agency for the protection and safeguarding of adults.

The effectiveness of this role is enhanced locally by strong partnership working which is vital in protecting individuals from abuse and neglect.

Our role within MAPPA is to act as core member to MAPPA 2 and 3 and to ensure that the social care needs of offenders are considered either whilst they are in custody or as part of their risk management plan on release.

Last year we implemented a more robust MAPPA attendance from NASS, with attendees having delegated decision making authority. This has meant that the seniority of attendees is either Principal practitioner or Team Manager. Attendees represent all customer groups with which NASS work. All staff have undertaken MAPPA Four Pillars training and understand both the process and the role.

On 1st April 2015 the Care Act became law and Local Authorities became responsible for undertaking assessment of social care need for any prisoner within their authority area, or residing within an approved premises.

Our work with HMP Rye Hill and HMP Onley is now well established with staff from Short Term Prevention and Enablement services, covering mental health, learning disability, physical disability and older person's teams all contributing to the in-reach model.

Also within the Care Act was a requirement that Local Authorities make enquiries, or ensure that other agencies make enquiries where they think an adult with care and support needs is at risk of abuse or neglect. The national approach to safeguarding "Making Safeguarding Personal" has been implemented locally within Adult Social Care and all staff have received tiered training depending on their role to ensure that outcomes to safeguarding notifications and notifications of concern are positive, progressive and personalised.

MAPPA attendees from Adult Social Care all report positive experiences and value from the multi-agency approach and the professional stimulation and validity this gives their role.

## Youth Offending Service

The YOS is a multi-agency partnership between Northamptonshire Police Service, the National Probation Service Northamptonshire, Health and Northamptonshire County Council. It was set up following the Crime and Disorder Act 1998, and is a statutory partnership. Other agencies and partners contribute to the work of the YOS including the Police and Crime Commissioner, and volunteers.

The stated aim of the YOS is to reduce offending and reoffending by children and young people. The YOS sits in both children's services and the criminal justice system; so it aims to improve the wellbeing of young people within wider legislation such as The Children Act and safeguarding guidance, while also making them less likely to reoffend and diligently implementing court sentences.

The Area Manager attends all MAPPA level 3 meetings as a member of the Core Panel and level 2 meetings are attended by YOS staff when the YOS has a contribution to make or are the lead agency.

Very few young people meet the threshold for adoption by MAPPA. The vast majority of young people are not involved in the commission of serious sexual or violent offences. Those young people that do meet the criteria, and are adopted by MAPPA, have often experienced traumatic life events, including having been the victims of serious offences themselves, which may have had some impact on their behaviour. However, in such circumstances, the YOS and MAPPA work together in order to protect the public from harm, while attempting to locate and secure the appropriate resources for the young person concerned. In the case of sexual offences, this may involve specific work with colleagues in Children's Social Care to locate a suitable therapeutic environment. This can reduce the likelihood of young people committing sex offences in adulthood.



Youth Offending Service - Kettering

# Community Offender Mental Health Team

## Mentally Disordered Offenders and the work of the Community Offender Personality Disorder Pathway Project

This Pathway established collaboration between Northamptonshire Healthcare NHS Foundation Trust and the National Probation Service in Northamptonshire.

The Pathway has the following objectives:

- A reduction in repeat serious sexual and/or violent offending
  - Improved psychological health, wellbeing and pro social behaviour
  - Improved competence, confidence and attitudes of staff working with complex offenders who are likely to have traits of personality disorder
- In order to meet these objectives the service works closely with the MAPPA panel and Offender Managers in providing consultation and advice on managing MAPPA cases

This case study illustrates the work of the Pathway.

AB was sentenced to an Indeterminate sentence for Public Protection for the offence of Manslaughter. He has a long history of offending from his teenage years; acquisitive to support his mis-use of substances and violence towards others. He has a diagnosis of Anti-Social, Borderline and Paranoid Personality Disorder and anxiety. He screened into the Offender Personality Disorder (OPD) pathway. Much of his adolescent and adult life was spent in secure settings; prison, secure units and mental hospitals. While at a medium secure unit in hospital he received psychologically informed input in respect of his disorders and how best to manage them.

It is helpful for professionals working with offenders to have a formulation which is a bio-psychosocial understanding of the development of his personality disorders. AB's formulation was available to his Offender Manager (OM). An initial consultation was completed to help the OM make sense of the formulation.

Due to the risks posed by AB he was required to reside in an Approved Premise (AP) and a bed was found in an out of county AP which specialises in the management and support of offenders with a personality disorder. The distance created difficulties in direct management for the OM but offered a psychologically informed and planned environment for AB, assessed as best able to meet his needs. AB was managed at MAPPA level 2 to assist with multi-agency working whilst ensuring risk to the public was safely managed.

AB's behaviour was resistant; he tested boundaries and was non-compliant. His offender manager issued him with warnings and he was told that he may lose his AP place. A member of the OPD team worked closely with the OM and his manager, and the formulation assisted the professionals to understand the presenting behaviours so that they could work effectively with AB. Individual clinical supervision was also given to the OM to look at the impact of working with this offender on the OM. This was reported to have aided the OM to reflect and consider different ways of engaging AB and for the OM manage the stress created by working with AB.

AB continued to fail to engage well, he returned to substance mis-use and due to his escalating risk he was recalled to prison. Clinical supervision was again given to the OM to support them in learning from the experience of supervising AB's licence. It also enabled a wider consideration of issues for this client group, including that such complex individuals, who have significant personality difficulties, are not likely to have a linear pattern of improvement to desistance.

A further consultation was had to help the OM consider how to manage the post recall interview. This focused on AB's likely response, the underlying personality difficulties that would underpin it and how to try to re-engage him, which the OM reported as helpful. Further discussions were had about on-going support and re-engagement techniques, such as on-going communication via letter, in person and at sentence planning boards.

Further consultations will be offered as required by the OM to help him with consistency and with psychologically informed approaches to his future work with AB and hopefully to a better outcome when he is next released on licence.

## Jobcentre Plus

Jobcentre Plus is part of the Department for Work and Pensions. In relation to managing MAPPA offenders,

we have two primary functions:

- To assist offenders into suitable employment or to access suitable training as this reduces their risk of reoffending and thus protects the public.
- To restrict the types of employment and training when this applies to certain offenders.

This will result in:

- Giving offenders of working age the help and support to which they are entitled to enable them to work.
- Benefitting offenders as appropriate employment and training can reduce reoffending rates by between a third and a half. Employment provides stability and gives purpose to what are often chaotic lives.
- Giving offenders the opportunity to contribute positively to their local community, to society in general and to lead law-abiding lives.
- Offenders being prevented from accessing unsuitable employment and training which could put themselves and the public at risk of serious harm.

Receipt of form MAPPA J is the official sharing mechanism between the Responsible Authority and Jobcentre Plus. Without form MAPPA J, Jobcentre Plus is unable to place appropriate restrictions on MAPPA cases when considering employment and training opportunities.

## C2C Social Action

C2C support any individual at any stage of the Criminal Justice System by inspiring and motivating them to take personal responsibility for their behaviour, in order to reduce re-offending.

This has a huge impact on their lives, their children, wider families & local communities creating a safer, stronger Northamptonshire.

We provide our service to people regardless of faith, or none, and regardless of their crimes, age, ethnic or cultural background, gender, sexuality or disability. Our services are based in Northamptonshire and are accessible to young people, men and women at any stage in the criminal justice system.

We are motivated by our Christian Faith and commit ourselves to serving others by aspiring to follow standards in all our community work

We have a number of projects providing specific services, with staff and volunteers working together in all projects:

- Mentoring & Befriending
- Community Orders
- Youth Work
- School Watch
- Appropriate Adult Work
- The Good Loaf Bakery
- Prison Work

C2C have mentored MAPPA offenders providing support for isolated offenders who lack social skills and struggle to live independently.

In this past year C2C have worked with MAPPA, Kettering Borough Council and the National Probation Service on a project to provide intensive tenancy support for MAPPA offenders. The Project was launched in June 2017 and currently supports 3 offenders.



## St Andrews Healthcare

St Andrews is a large independent psychiatric hospital where many offenders are treated. It is one of only a few hospitals in the country who have wholeheartedly embraced the MAPPA processes and they hold monthly risk management panels, chaired by the MAPPA Co-ordinator and attended by Police representatives, which discuss patients who are eligible to be managed by MAPPA. This has been helpful in making decisions about Section 17 Leave (Mental Health Act 1983) and been invaluable in discharge planning for some very complex patients. The Internal Risk Management Meetings ensure that ViSOR records on the cases discussed are updated so that information is available nationally to key agencies working with patients.

St Andrew's have also hosted 2 multi-agency training days during 2017 and provided a co-trainer for these events. Previous events have been well received with delegates being able to both increase their MAPPA knowledge whilst also networking with colleagues from different professional groups. Details of the training dates on offer for 2017/2018 will be sent out to stakeholders throughout the year.



St Andrews - Northampton

## Northamptonshire Local Authorities and Accommodation Providers

The seven Local Authorities in Northamptonshire work closely with the MAPPA Unit to share information and locate appropriate accommodation for MAPPA managed offenders. Suitable accommodation is the keystone to effective risk management ensuring that risk is minimised and offenders are effectively monitored. In a climate of immense pressure on public resources, the Northants Local Authorities and their partner Housing Associations have been able to house the majority of MAPPA managed offenders. Housing partners have also provided vital support to offenders to acquire skills needed to maintain a tenancy as locating accommodation is often a first step in a lengthy resettlement. In Northamptonshire the seven Local Authorities have an agreement with MAPPA that enables the resettlement of offenders in locations away from the home area of the victim. This makes an important contribution both to the physical safety of victims and their psychological wellbeing.

## The Multi-Agency Safeguarding Hub (MASH)

The Multi-Agency Safeguarding Hub (MASH) is the first point of contact for safeguarding referrals for children from both professionals and members of the public. It is a partnership arrangement that includes colleagues from Northamptonshire County Council Children's Social Care, Education, Northamptonshire Police, Health, Youth Offending Service, Drug and Substance Misuse Service (CGL) and Sunflower Centre (Domestic Abuse Service).

The Northamptonshire MASH has been operating in its current form since August 2013 and has demonstrated a number of benefits due to the fact that information is shared in a timely way by professionals who are co-located. This enables a more comprehensive analysis and assessment of risk resulting in informed and joint decision making and timely and appropriate responses to safeguarding concerns. If, during this process, there is reasonable cause to suspect that a child is suffering or is likely to suffer from significant harm, enquiries in accordance with S47 Children Act (1989) are instigated. If the threshold for significant harm is not met, the MASH team will signpost the referrer to a suitable service.

The positive working relationship and interface between MAPPA and MASH is aided by attendance from Children's Social Care at all MAPPA meetings – MASH Service Manager attends all MAPPA level 3 meetings and a MASH Practice Manager attends MAPPA level 2. The presence of MASH at MAPPA meetings ensures that the wellbeing of children is a constant consideration and safeguarding issues are addressed. This relationship is also aided by the close proximity of the two teams, with MASH and MAPPA based on the same floor of the Criminal Justice Centre.



NCC Angel Square - Northampton

# EMS and Electronic Monitoring

EMS is contracted by the Ministry of Justice to provide the electronic monitoring (EM) service across England and Wales, and has a duty to co-operate with MAPPA arrangements.

EM or 'tagging', is an established and key tool for criminal justice agencies, as it provides a robust and effective means of monitoring conditions and requirements imposed where subjects are serving community sentences, are on bail pending a court hearing, or who have been released from prison or youth custody and are subject to licence conditions. In terms of MAPPA cases, electronically monitored curfews can contribute to effective risk management strategies:

- Immediate application – once the order is received by EMS most subjects are fitted with a tag the same day
- Provides an effective method of monitoring the subject's compliance with the curfew condition
- Curfew violations are notified swiftly by EMS to the responsible agency
- Curfew hours can be tailored to address specific offending patterns (please see the section on 'Targeted Curfews' below)

Should the supervising agencies require an EM curfew to be imposed on an offender, EMS will attend planning meetings to discuss the premises where the offender will be sleeping, the boundaries of the premises, potential risk to others at the address, and how the curfew hours can be best managed to fit around work, religious observations and other commitments. For the most serious cases, a bespoke curfew can be created covering the first day of curfew, what constitutes a curfew violation for the offender, and the timeframes and channels for reporting any breaches to the supervising agencies.

EM can be used in most types of accommodation including caravans, houseboats and hostels. The only requirement is a constant supply of mains electricity. The equipment works on the mobile network but, in the increasingly rare cases where there is no mobile reception, alternative arrangements can be made.

In case of MAPPA queries or information requests, the EMS monitoring centre can be contacted 24 hours a day, 7 days a week on 08080 090 083.

## Targeted Curfews

Most people tend to think of curfews as a standard 7pm - 7am requirement. In fact, 75% of curfews monitored by EMS are in force at night for 7 nights of the week, spanning a 12-hour period. However, curfews can and should be used far more creatively to help break offending patterns and behaviours, or support other requirements.

Curfew hours and days can be broken up in any way to target offending behaviour. By varying the times, days and length of the curfew, it is possible to establish a more effective way of addressing the offender's behaviour.

The examples below briefly detail cases where electronically monitored curfews have been used in a targeted way:

### Supporting Other Requirements

- A curfew the night before an unpaid work session or rehabilitation programme can aid compliance. If the subject is at home throughout the night, he/she is more likely to get a good night's sleep and attend the session the next day.

### Supporting Victims

- In a harassment case, Marc was curfewed between 8am and 10am, between 11.30am and 1.30pm and again from 4pm until 6pm. This gave his victim some respite and allowed her to get to work, have her lunch and get home safely without being bothered by him.

### Disrupting Offending

- As a prolific shoplifter, Mina's curfew order reduced her opportunity to steal, but still allowed her to fulfil her family commitments. She was given two curfew periods of 9am - 2pm and 4pm - 9pm. This kept her away from the shops, but gave her time to take her children to and from school.
- For his football hooliganism offences, Lee was given a curfew that was only in operation on match days and at weekends.

### Multiple Addresses

- 14-year-old Jake was given a curfew at two addresses on alternative weekdays and weekends to fit around his parents' custody arrangements.

### Continuation of Employment or Study Commitments

- Iram is a shift worker. The days and hours of her curfew were varied according to her shift pattern so that she could continue to work throughout her sentence.
- Tony was working, but also attended night school twice a week. His curfew was tailored so that, on these two nights, his curfew started at 10pm instead of 7pm, thereby allowing him to continue his studies.

Curfews controlled by existing electronic monitoring technology, if used appropriately, can help bring much-needed stability, structure and supervision, whilst still serving as a method of punishment.

Through careful targeting of the curfew hours, and by varying the times and days, curfews can have an even greater impact.

## Circles of Support and Accountability COSA

Nationally Circles of Support and Accountability is a proven successful intervention working with volunteers to bridge the gap between those convicted of sexual offences, statutory agencies and the community in which they reside. Circles makes no apologies for sexual offending and recognises the often devastating impact sexual harm can have on victims, their families, their friends and the community as a whole. As part of multi-agency working Circles aims to contribute to public protection and safer communities. This cannot happen without committed volunteers who recognise the power of inclusivity, of belonging, of peer challenges and accountability and a recognition of how these can contribute to a reduction in re-offending rates and therefore a reduction in victims of sexual harm. If an individual feels part of a community they are more likely to want to remain in that community and therefore adhere to societal rules and norms.

A Circle consists of 4-6 volunteers who meet with the Core Member (individual convicted of sexual offences), on a regular basis during which time they offer practical support and guidance as well as emotional support but more importantly hold the Core Member accountable for their thinking and behaviour. The Core Member is expected to take responsibility for their behaviours and their risk management plans, again they will be held accountable for this by the Circle. Often a Core Member is isolated in the community both socially and emotionally which can have implications for their capacity and motivation to appropriately manage themselves. The Circle represents the community in which they live and as such seeks to contribute to the management of that individual. A Circle has a life span specific to an individual although on average the intervention takes place over 18 months.

The overall management of the Circle is the responsibility of the Coordinator who liaises with Police and Probation on a regular basis alongside working within MAPPA guidelines, attending MAPPA meetings and contributing to the development of risk management plans. There is an agreement in place with regards information sharing to ensure that all agencies and workers are fully informed of the assessed risks an individual presents. Confidentiality is important and as such the Circle is managed in a way to ensure that both the volunteers and Core Members are not identifiable outside the Circle. There is no lone working.

Volunteers are subject to a rigorous recruitment process involving a paper application, two assessment interviews, initial training, DBS checks and references. There is a requirement that volunteers undertake regular refresher training alongside an opportunity to attend supplementary training on various subjects relating to sexual offending, risk identification and risk management. Volunteers also have an opportunity to achieve a certificate in Working With Circles of Support and Accountability, endorsed by the Open College Network. Circles aims to support both the professional and personal development of our volunteers. All volunteers will receive supervision from the Coordinator on a regular basis to ensure their own personal safety and well being when working in what can be an emotive area.

A Core Member must take a degree of responsibility for their actions and be motivated to engage with Circles as they will be required to be open and honest in their interactions with others. A Core Member signs an agreed set of rules with regards what is permissible within a Circle and is fully informed that Circles works closely with Police and Probation. Volunteers are fully informed of the Core Member's past pattern of offending, and whilst helping them to settle into the community the volunteers also assist them to recognise patterns of thought and behaviour that could lead to re-offending. It is anticipated that through a Circle the Core Member will develop the necessary skills and strategies to enable them to develop healthy adult relationships, increase self esteem and be more able to successfully manage difficult thoughts and situations maximising his or her chances of re-integrating into the community in a safe and fulfilling way.

Circles has now been fully operational in Northamptonshire since July 2017. The Northamptonshire Coordinator has an established Probation background and understanding of the risk management of individuals convicted of sexual offences. To date there have been six Circles successfully set up in our county, with another two due to commence imminently, which have been positively received by all involved; the statutory agencies, MAPPA, the volunteers, the Core Member and Circles. The multi agency working with Police, Probation and MAPPA has been integral to the implementation of Circles in our county and as such there is a waiting list of potential Core Members who would benefit from this intervention.

A Circle cannot work without volunteers as they are pivotal to the success of this intervention. A volunteer does not need to have any prior knowledge of working in criminal justice, working with offenders, or working with risk. All training and support will be provided. A volunteer must be over the age of 21, be available for a 12-18 month period for approximately 2 hours a week and will be able to demonstrate the capacity to maintain strong personal boundaries. As a volunteer you will gain an insight into the thinking behind the behaviours; an understanding of the legal parameters involved in managing sexual offenders; an understanding of risk assessments; working with Police and Probation; and experience of working in a group. Overall you will be providing a valuable contribution to public protection in your community.

Looking forwards Circles hopes to be able to provide further interventions including counselling, mentoring and working with non-offending partners.

If you are interested in becoming a volunteer with Circles you can contact us using the details below.  
Website: site on [www.circlesoutheast.org.uk](http://www.circlesoutheast.org.uk)  
Email: [info@circlessoutheast.org.uk](mailto:info@circlessoutheast.org.uk)  
Telephone: 01235 816050

Lesley Martin, Northamptonshire Circle Coordinator

## MAPPA Training

Each Year the MAPPA Unit offers three full day training events for practitioners. This covers all aspects of MAPPA work; including, how to refer, how to prepare for attendance at MAPPA and understanding how your agency supports the work of MAPPA.

In addition the MAPPA Coordinator can provide bespoke training for partners, tailored to their agencies.

Please contact the MAPPA Unit via the MAPPA e mail for information about forthcoming training or to request training for your staff.

[MAPPA@northants.pnn.police.uk](mailto:MAPPA@northants.pnn.police.uk)

# MAPPA Lay Advisors

## MAPPA Lay Advisor's contribution

Autumn 2016 saw the recruitment of two new Lay Advisors; one of us (Dave) having come from a background of working for a MAPPA duty to co-operate agency, the Youth Offending Service, and the other (Greg) coming to it from a background in engineering. It's been an interesting learning experience as, through both our induction and attending meetings we've been able to see just how much work the participating MAPPA agencies do to keep society working as members of the public expect it to.

Taken as a whole, the work of the MAPPA agencies is so wide ranging that they each necessarily have to form their own cultures, ways of working, and approaches to fulfilling their remits. This, in turn, makes it important for collaboration forums like MAPPA to exist so that their collective work adds up to, and indeed exceeds, the sum of their parts when dealing with cases that cut across the remits of multiple agencies.

So, how effective is our MAPPA at the moment? Well, the short answer is very. We see generally good attendance by the participating agencies, a good level of information sharing both before and during MAPPA

meetings, and a healthy level of inquiry and challenge during those meetings. All of these are the behaviours that one would expect to see in a well performing collaboration space. This doesn't happen by magic; it reflects positively on the driving force of the MAPPA core team, the relationships they've built, and the willingness of the participating agencies to engage.

That's not to say that everything is perfect. We've seen occasional signs of the participating agencies being stretched; for example, a lack of continuity in attendees leading to settled issues being unhelpfully re-visited, and actions sometimes being carried out in a minimal way rather than in ways that would be most constructive given the context in which they were set. It's also a little concerning at SMB meetings to observe some of the financial uncertainty around MAPPA's funding when one considers the vital role it plays and it's modest running costs.

That said, given the level of savings agencies have had to make in the age of austerity, there is still an evident commitment to the principles of multi-agency working and the importance of public protection through the MAPPA process. This is no small part due to the work of the MAPPA team and the dedication they show under trying and testing circumstances.



Criminal Justice Centre - Northampton

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The pictures of street scenes in this annual report have been used to give a pictorial representation of Northamptonshire and are not directly connected with the work of the MAPPA.



Street view  
- Kettering

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

[www.gov.uk](http://www.gov.uk)



[www.northants.police.uk](http://www.northants.police.uk)

National  
Probation  
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[www.northants-probation.org.uk](http://www.northants-probation.org.uk)

