



# NORTHAMPTONSHIRE



Criminal Justice Centre - Northampton

# Annual Report 2017/2018

# Introduction

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On behalf of my colleagues in the Strategic Management Board I am pleased to share with you the 2017 to 2018 annual report of the Northamptonshire Multiagency 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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Kettering skyline

# 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 Cooperate (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 formal MAPPA 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

Area: Northamptonshire

## MAPPA-eligible offenders on 31 March 2018

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	738	160	-	898
Level 2	25	10	6	41
Level 3	2	1	0	3
Total	765	171	6	942

## MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	56	32	19	107
Level 3	4	2	1	7
Total	60	34	20	114

## Registered Sexual Offenders

RSOs cautioned or convicted for breach of notification requirements	30
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RSOs having had lifetime notification requirements revoked on application	0
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## Restrictive orders for Category 1 offenders

### SHPOs & NOs imposed by the courts

SHPOs	80
SHPOs with Foreign Travel Restriction	4
NOs	0

People subject to notification requirements for breach of an SRO	0
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**Level 2 and 3 offenders returned to custody****Breach of licence**

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	6	1	1	8
Level 3	0	0	0	0
Total	6	1	1	8

**Breach of SOPO/SHPO**

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	4	-	-	4
Level 3	0	-	-	0
Total	4	-	-	4

Total number of Registered Sexual Offenders per 100,000 population	119
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This figure has been calculated using the mid-2017 estimated resident population, published by the Office for National Statistics on 28 June 2018, excluding those aged less than ten years of age.

# Explanation commentary on statistical tables

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## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2018 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2017 to 31 March 2018.

**(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 for-

eign 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.



Rivere Nene  
- Northampton

## Northamptonshire Police

Over the past 5 years Northamptonshire Police has placed significantly more resources into both child and adult safeguarding. Given the primary role of the Police is to protect the most vulnerable in society from harm this is welcome news. Proactive Police work to target perpetrators of Child Sexual Exploitation and those who distribute indecent images of children has resulted in record levels of arrests and convictions within the county. Numbers of Registered Sex offenders (those subject to notification requirements under the Sexual offences act 2003) have grown again by over 7% in the last 12 months. Whilst this focus needs to continue it has generated unprecedented demand on Police resources to effectively monitor and manage such offenders at a time of widely publicised cuts in police funding. Northamptonshire Police remains committed to the Public protection and MAPPAs process as evidenced by a further increase in the establishment of officers and staff within its Management of Sexual and Violent Offenders (MOSOVO) team. There is a very clear message from the Chief Officer Team and Office of the Northamptonshire Police and Crime Commissioner that Public Protection issues remain at the forefront of our work and we will continue to work with partners both within and outside the criminal justice system to conduct this.

The focus for the MOSOVO team over the last 12 months has been managing record levels of offenders. In line with many similar teams across the UK capacity had not kept pace with demand and staff were struggling with caseloads in excess of recommended

levels. This presented challenges for staff but most importantly presented an increased risk to the public. A comprehensive review and subsequent action, linked to Her Majesty's Inspectorate of Constabulary findings, has had a positive impact on the team. Three additional permanent staff have been recruited, wider Force support utilised in order to eradicate a backlog of cases and new processes introduced to improve longer term case management.

Northants Police have continued to play an integral part in MAPPAs tactics and actions as evidenced by a recent level 3 ('critical few') case. This resulted in the deployment of regional covert Police assets, cross border liaison with surrounding Forces and victims (including target hardening being carried out on properties) and local uniform and plain clothes police resources being deployed to actively monitor behaviour and help ensure the safety of partner agency staff. When the level 3 offender was recalled to prison the comprehensive trigger plan, held within the Force Control Room by pre-briefed staff, resulted in a prompt and coordinated response and the offender was quickly arrested by a team of officers and returned to prison without incident.



New joint-headquarters 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 working with local partners to protect the public and prevent victims. The national probation service (NPS) does this by serving the courts and securing the confidence of sentences, working with community and custodial partners to manage the risks presented by offenders and ultimately to impact positively on reducing re-offending. All NPS staff are civil servants, and part of Her Majesty's Prison and Probation Service which signals an alignment of our delivery and purpose. We are directly accountable to Ministers and Parliament for the work we do and provide monthly reports to evidence delivery taking place in Northamptonshire. Our unified goal is to **'Prevent Victims by Changing Lives'**.

The NPS adopts an 'evidence based' approach to all our interventions with offenders and this is critical to our operating model, which is scrutinised for quality and rigorous performance. We consider the professional approach rightly demanded by the NPS is critical for the MAPPA arena. As a national service we have made significant 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.

Locally within Northamptonshire the NPS 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 and specialist sex offender programmes;
- Providing robust and tailored management to offenders whether in the community, in custody or subject to licence conditions
- Purchasing and accessing services from the CRC (Sodexo) designed to address risk and support the rehabilitation of offenders
- Providing access to Approved Probation premises 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 are proud to continue to play a key statutory role within MAPPA and of the significant benefits which result for our local communities through our focus on effective partnership working and high quality approaches.



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 victims 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 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 rehabilitate them whilst in our care so as to reduce the likelihood of further victims being created when they are released. We do this through collaborative work with each Partner Agency who has input into MAPPA, but primarily the information we provide from the offenders' time in custody starts a chain reaction affecting a variety of agencies and bridging the information gap between time spent in custody and eventual release.

During a recent MAPPA meeting which a prison service delegate attended circulated information and highlighted public protection issues which were listened to by the MAPPA board and a task was identified for the prison to complete to limit the risk posed to the public, this was in the form of the prison being asked to monitor all calls and mail of a TACT (Sentenced under the Terrorism Act 2000) offender. 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 Prison Offender Managers (POMS) formally known as 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 Prison Offender Manager 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 & Probation 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 and lessen the likelihood of re-offending.



Mainline Station  
- Wellingborough

## Arson Task Force

Northamptonshire Arson Task Force (ATF) is a partnership between Northamptonshire Police and Northamptonshire Fire & Rescue Service. Founded in 2004 its aims and objectives are to tackle and reduce the incidence of deliberate fires in our community. We do this by: -

1. Prevention
2. Education
3. Investigation
4. Detection

We have a network of supporting partners. Our work with MAPPA is paramount and allows us to deliver our own Prevention and Education community objectives which are also those of the current Police and Crime Commissioners Plan which is focussed on the vision of making Northamptonshire the safest place in the country.

The reintegrating of offenders back into the community is achieved by careful and strategic management under the MAPPA umbrella.

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

Much of the work is focussed around potential victims and ensuring their safety in the community, MAPPA is ideally placed to coordinate this as it is the focal point for information management and strategic decision making. At the direction of MAPPA, ATF and Crime Prevention Officers respond to threatened victims and install equipment to reduce potential risk.

Our close working relationships allow much of this targeted work to be carried out seamlessly and promptly by drawing on the skills of all professionals involved in the process.

Mick Rodden, Shaun Johnson, Andy Evans



*Partners  
in  
Arson Reduction*



## Nothamptonsire County Council Adult Social Care

Northamptonshire County Council remains committed to working with partners to ensure that adults who are in need of care and support are safeguarded. This commitment ensures partnership working by Adult Social Care in key areas including MAPPA. Adult Social Care is a core member of MAPPA level 3 and 2 and as such ensures that those offenders who are in need of social care support, have these needs considered either prior or post release, as part of their risk management plan. MAPPA attendance as a core panel member continues to be prioritised. Currently representation for MAPPA 3 is from the Safeguarding Adults Team Manager or a Principle Social worker within the team and where appropriate other adult social care representation is canvassed. MAPPA 2 has representation from the relevant social care teams. These arrangements appear to work well.

## Youth Offending Service

Northamptonshire Youth Offending Service (YOS) is a multi-agency partnership between Northamptonshire County Council, Northamptonshire Police Service, the National Probation Service (Northamptonshire), and Health. It is funded by these agencies through a pooled partnership arrangement, and receives a direct grant from the Youth Justice Board. Originally set up following the Crime and Disorder Act 1998, the YOS is a statutory partnership. Other agencies and partners contribute to the work of the YOS including the Police and Crime Commissioner, and volunteers.

The primary 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. It therefore also aims to improve the safety and wellbeing of children and young people, whilst seeking to reduce the harm to potential future victims through specific targeted work undertaken as part of diligently managed Court sentences.

An 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 a significant 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, for example, this may involve specific work with colleagues in Children's Social Care to locate a suitable therapeutic environment. As patterns of behaviour are less likely to be fixed in young people, this can reduce the likelihood of those young people committing sex offences in adulthood.



Youth Offending Service - Kettering



## Community Offender Mental Health Team

The Community Offender Mental Health Team provides core panel representation at MAPPA Level 2 and 3. The representative brings an understanding of the complexities of MAPPA offenders who are mentally unwell or have a mental disorder or learning difficulty/disability.

The team advise the MAPP Panel how mental disorder impacts on risk and support MAPPA by identifying pathways to assessment, treatment and support for MAPPA offenders.

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

This Pathway was established in 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 offenders.

## 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 works in Northamptonshire to reduce re-offending, support vulnerable people, and have a special focus on women and on mental health and wellbeing. C2C supports 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. Whilst our charity is motivated by our Christian faith, we are proud to 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 accessible to young people, men and women, and we work closely with key statutory organisations in the criminal justice system in Northamptonshire, as well as with other local third sector organisations, including The Good Loaf, the social enterprise we created. As you know, we have supported accommodation for men and women.

## Northamptonshire Local Authorities and Accommodation Providers

Suitable accommodation is the keystone to effective risk management as it allows MAPPA partner agencies to effectively monitor offenders. During the past year and despite a period of immense pressure on public resources, the Northants Local Authorities and 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. Uniquely in Northamptonshire the seven Local Authorities have an agreement with MAPPA that supports the resettlement of offenders into locations away from the victim. This provides a very important service to victims; contributing both to their physical safety and their emotional wellbeing. Housing partners have supported the development of a project to house MAPPA offenders in need of a period of intensive tenancy support to equip them to live independently. This project has been running for the past year and has housed and prepared 11 offenders for independent living.



## The Role of St Andrews Healthcare

St Andrews is a large independent psychiatric hospital where many offender-patients are treated, with many of them having committed very serious offences who are highly dangerous. 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 on release. 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. A total of 64 offender-patients have been discussed under the MAPPA umbrella in the last twelve months.

St Andrew's have also hosted three multi-agency training days during 2017 and one in 2018. 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 2019 will be sent out to stakeholders later in the year.

Sometimes, there are patients who are serious offenders who, because of mental health diversion schemes or the nature of their route into psychiatric services, are prolific offenders, but do not have an index offence, despite having a large offending history. Again these patients can be identified at an early stage as being potential dangerous person and the Northampton MAPPA Chair can assist us to ensure that the correct MAPPA area is contacted and that meetings under the MAPPA umbrella can be convened to manage identified risks. Prior to discharge back into the community.



St Andrews - Northampton

## 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, joint or single agency 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 – the MASH or Safeguarding 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 among all partners and safeguarding issues are addressed in a timely manner. This working relationship is also aided by the co-location of the two teams, with MASH and MAPPA based on the same floor of the Criminal Justice Centre.

As a 'Duty to Cooperate' partner Northamptonshire County Council Children's Social Care is also represented on the MAPPA Strategic Management Board (SMB). The current NCC CSC Board member is Andrew Logie, Strategic Manager for Fostering, Adoption, and Children's Homes. It is Andrew's responsibility to ensure that the safety of vulnerable children and their families is maintained as a high priority among the collective MAPPA agencies. In many instances this will take the form of information sharing between partners. And in others, direct and urgent safeguarding intervention. In either case it is an important function of the board to oversee the effectiveness and appropriateness of any action taken.

# 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 static caravans, static houseboats and hostels. A necessary requirement is a constant supply of mains electricity at the place of curfew. The equipment works on the mobile network but, in the increasingly rare cases where there is no mobile reception, alternative arrangements may be possible.

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 reduced her opportunity to steal, but still allowed her to fulfil her family commitments. She was given a split curfew 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 and complex 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. To date there have been ten adult Circles successfully set up in our county. There are many potential Core Members who are currently on our waiting list and individual sessions are completed with them until the appropriate volunteers are identified and the Circle commenced. Referrals come from MAPPA, Probation and Police. We are also currently working with young people who have displayed harmful sexual behaviours (not necessarily a conviction) and there are currently two youth Circles operational in our county. Further to this we offer mentoring to Core Members (where appropriate).

Circles is also in contact with other local providers such as C2C and The Lowdown as well as looking to develop contact with the Youth Offending Service. We have an ongoing relationship with the University of Northampton and regularly attend lectures,

## MAPPA Training

presentations and volunteer fairs making contact with students over a variety of disciplines. Circles is also represented on the Sexual Violence Prevention Strategy Board in Northants.

Circles South East is now able to provide access to counsellors for survivors of sexual abuse/harm. Uniquely this service is available to those who have gone in to perpetrate abuse themselves. These referrals can come from agencies or can be a self-referral.

We also offer work with non-offending partners in a group setting which allows for those who have some contact with Core Members access to support and educate them on risk awareness and safety within their relationships both as an adult and parent/guardian/carer.

Circles South East is able to provide risk assessments for agencies such as Social Services with regards perpetrators of sexual harm and also those who may reside/be in a relationship with/have contact with those ide notified as presenting the risk.

We are also able to offer training and consultancy if required.

Our volunteer numbers are steadily increasing in Northamptonshire and the surrounding counties and we are confident that this will continue in the future. If you are interested in becoming a volunteer with Circles or can offer counselling skills you can contact us using the details below.

Website: [www.circlessoutheast.org.uk](http://www.circlessoutheast.org.uk)  
Email: [info@circlessoutheast.org.uk](mailto:info@circlessoutheast.org.uk)  
Telephone: 01235 816050

Lesley Martin, Northamptonshire Circle Coordinator

The MAPPA Unit offers a full day training event 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

In last year's instalment of the MAPPA Lay Advisor's contribution, we met our two new Lay Advisors, Dave and Greg, during their first year in the role. A year on, and we've had the opportunity to see Northamptonshire's MAPPA operating now for the best part of two years.

“ That extra year has given us the opportunity to see some very risky cases being dealt with at the 'Level 3' meetings, which have highlighted the importance of having the forum MAPPA provides for the various participating agencies to share crucial information to enable cases to be managed effectively. We've also had the opportunity to see how MAPPA participants behave when things go wrong – when actions aren't followed fully, or when offenders make bad choices. What we've seen is a community of professionals willing to acknowledge mistakes and learn from them, rather than wanting to avoid blame. That's crucial to keeping Northamptonshire safe, and a strong indicator for the health of our MAPPA.

Although it's natural to gravitate towards the most serious, 'Level 3', cases, we've also spent a bit of time seeing how the 'Level 2' cases are managed. We're pleased to report that those meetings are also well run, and in particular it was great to see on one occasion the MAPPA office offering on-going co-ordination support between professionals working in different organisations as a case transition out of MAPPA eligibility rather than simply withdrawing support abruptly.

That's not to say that everything has been great. During the year just gone, we've had concerns over level of administrative support effort available within the MAPPA office, which at times put it under significant stress, but at the time of writing this seems to be back on an even keel.

In May, the Ministry of Justice organised a conference for Lay Advisors from MAPPA regions across England. This gave us a sense of how our MAPPA compared to the others. There was quite a spread in approach, but we are pleased to report that Northamptonshire's MAPPA fared well in our informal comparison. In particular, having adopted key ways of working such as the four pillars model being used to structure meetings to ensure that a holistic, evidence based approach is taken in reviewing cases, our MAPPA is very much applying best practice in how it is run.

We have also attended the MAPPA SMB and have felt that Lay Advisor views are listened to and taken on board where possible. We both feel that there is a general desire to ensure that the Lay Advisors are making a contribution and have a legitimate role to play in the development of MAPPA. Having attended the Lay Advisor conference at the Ministry of Justice in May, we both are aware that this is not the experience of all Lay Advisors across England and Wales; this cultural approach is one that we both appreciate and we both recognise the hard work and dedication of Clare Enfield and her team in bringing that about. “

Dave and Greg

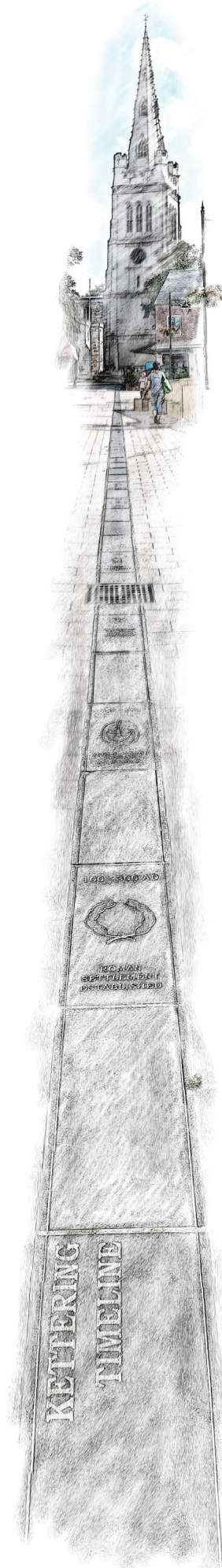
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The pictures of street scenes in this annual report have been used to give a pictorial representation of Northamptonshire and are not directly connected with the work of the MAPPA.

Street view  
- Kettering

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

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



HM Prison &  
Probation Service