

# NORTHAMPTONSHIRE



Guildhall Northampton

# Annual Report 2018/2019

# Introduction

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As Chair of the Strategic Management Board (SMB) and on behalf of lead officer partners, I am pleased to present the 2018-2019 annual report of the Northamptonshire Multi-agency Public Protection Arrangements (MAPPA).

This synopsis is a narrative of our work to protect our communities from sexual and violent offenders, those that constitute a high risk of harm and reoffending within our neighbourhoods. It also shares an overview of new innovations and evidence based best practice within the MAPPA partnership, ensuring that the needs and safety of the community are at the forefront of all we do.

The purpose of MAPPA is to merge the combined skills of a multitude of agencies to protect people from harm. Police, Probation and HM Prison are the 'Responsible Authorities' within the MAPPA system. MAPPA brings these responsible authorities together with partners from Youth Offending, Health, Social care, Immigration, Employment Services and Housing. A precis of the work of these agencies within MAPPA processes is included within this document.

We are looking forward to new chapter of initiatives to continue to improve our services across the partnership, making best use of technology and national best practice in offender management, ensuring the focus is unswerving, directed where the risk is high.

As Chair and representative of SMB, I hope that this report provides an evidence base of the continued commitment to partnership working and strong alliances to provide sustainable protection for the public from violent and sexual offenders in Northamptonshire.



Simon Blatchly OBE  
Assistant Chief Constable  
Northamptonshire Police

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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 Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Services, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.

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

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

## How MAPPA works

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

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

There are 3 categories of MAPPA-eligible offender:

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

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

- **Level 1** is where the offender is managed by the lead agency with information exchange and multi-agency support as required but without formal MAPPA meetings;
- **Level 2** is where formal MAPPA meetings are required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level at MAPPA meetings.

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

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

# MAPPA Statistics

Area: Northamptonshire

MAPPA-eligible offenders on 31 March 2019				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	818	247	-	1065
Level 2	27	12	11	50
Level 3	4	3	1	8
Total	849	262	12	1123

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	63	35	13	111
Level 3	11	2	2	15
Total	74	37	15	126

<b>RSOs cautioned or convicted for breach of notification requirements</b>	8
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<b>RSOs who have had their life time notification revoked on application</b>	11
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	
SHPO with foreign travel restriction	
NOs	

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

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	<b>131</b>
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This figure has been calculated using the Mid-2018 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics, excluding those aged less than ten years of age.

# Explanation commentary on statistical tables

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## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2019 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2018 to 31 March 2019.

**(a) MAPPA-eligible offenders** – there are a number of offenders defined in law as eligible for MAPPA management, because they have committed specified sexual and violent offences or they currently pose a risk of serious harm, although the majority are actually managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

**(b) Registered Sexual Offenders (RSOs)** – those who are required to notify the police of their name, address and other personal details and to notify of any subsequent changes (this is known as the “notification requirement.”) These offenders are assessed and managed by the police. They may also be managed by probation or health services if they are subject to licence or a hospital order. Failure to comply with the notification requirement is a criminal offence that carries a maximum penalty of 5 years’ imprisonment.

**(c) Violent Offenders** – this category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for registration. These offenders are assessed and managed by the National Probation Service, Youth Offending Team or Mental Health Services.

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

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

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

**(f) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction).** Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders. They are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. They requires the offender to notify their details to the police (as set out in Part 2 of the 2003 Act) for the duration of the order.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

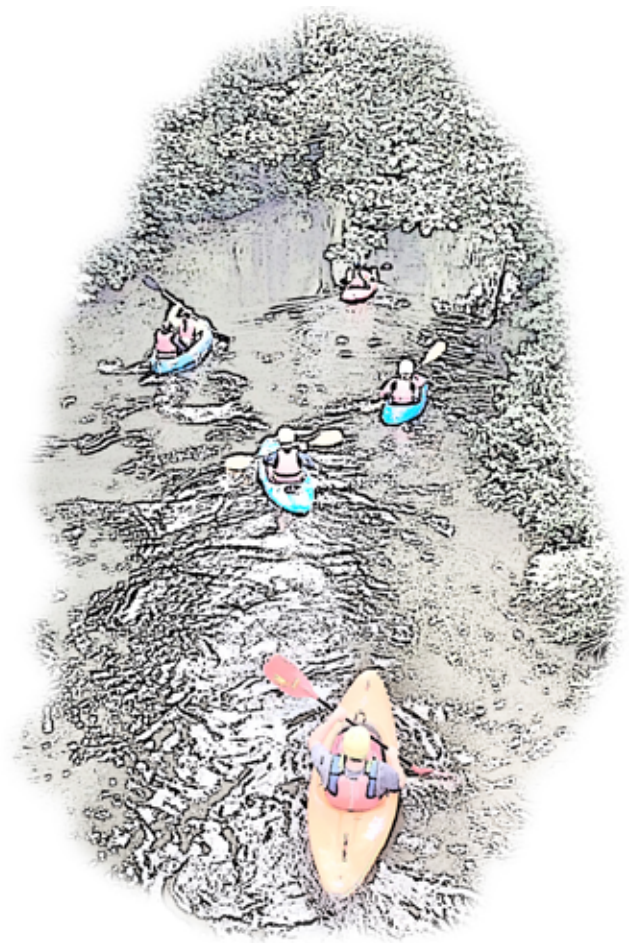
MAPPA is overseen and reviewed by senior representatives from each agency involved in MAPPA. This partnership is the Strategic Management Board (SMB) and is chaired by senior managers from the Responsible Authorities. In 2019 the Chair moved to ACC Simon Blatchly. Board members monitor arrangements, 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
- HMPPS National Probation Service – Northamptonshire
- HMPPS - 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.



Canoeing on the River Nene - Northampton

# Northamptonshire Police

Over the previous 12 month period Northamptonshire Police have been focused on 'Fighting crime and protecting people', our mission statement from the Chief Constable and theme throughout the Police and crime plan.

The Service is focused on targeting offenders who endanger and exploit children and vulnerable adults. We continue to make gains in apprehending offenders that target the vulnerable. The focus on Op Viper, our response to serious and organised crime is an example of this priority. Organised crime groups treat the vulnerable as a commodity with the criminal and sexual exploitation of children. Our Paedophile on line investigation team (POLIT) continues to proactively target and convict offenders distributing indecent images of children. This provided the stimulus for a further significant increase in the number of registered sex offenders in our county (those subject to notification requirements under the sexual offences act 2003).

Record convictions for sex offences is welcome in terms of public protection but success has increased the pressure on Police to effectively monitor and manage growing numbers of sex offenders within our communities, in a trend that is reflected nationally.

Northamptonshire Police has ensured that a wider pool of officers are trained in order to support the 'Management of sexual and violent offender's team' (MOSOVO). A new ViSOR registrar position has been funded to ease the administrative burden, allowing risk management officers to focus on their cohort.

In March 2019 Northamptonshire Police was inspected by Her Majesty's inspectorate of constabulary. They reported improved performance of the MOSOVO in

relation to processes, partnership working, backlogs and case management.

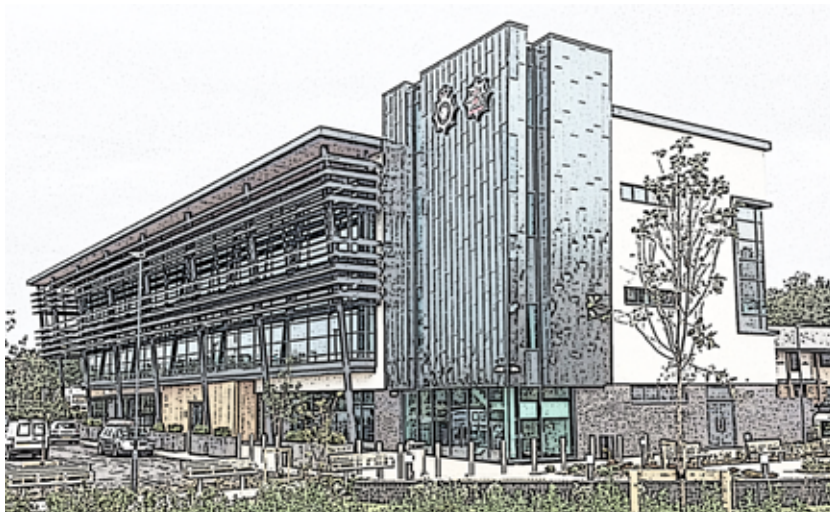
The 'Domestic Abuse Prevention and Investigation' (DAPIT) Team continue to make a significant contribution to MAPPA providing a lead in the protection of victims from further victimisation by domestic abuse perpetrators. This team demonstrates a high level of skill in working with traumatised families that is an invaluable asset to MAPPA.

Officers working for 'Community Initiative to Reduce Violence' (CIRV) have supported MAPPA by bringing an understanding of gang activities to MAPP Panels and in providing intensive support for and management of young men involved in gang violence.

Force Intelligence have made an invaluable contribution to MAPPA both by providing offending profiles to assist on the management of complex offenders and in supporting the management of offenders involved in serious organised crime, street violence and serial robberies.

Sector Teams have supported MAPPA in dealing with specific locality issues both in supporting MAPPA offenders who are vulnerable and in addressing the impact of MAPPA offenders on their community.

Northamptonshire Police host the MAPPA Unit and respond promptly to requests for information and support. They provide core representation to all levels of MAPPA Meetings and support the management of offenders at MAPPA Level 1. Overall, good MAPPA practice is embedded in the policing culture of Northants thus contributing significantly to the protection of the public.



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 sentencers, 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 our core 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 MAPPAs arena. As a national service we have made significant progress developing the consistency of our work across the country, whilst maintaining a clear commitment to local partnerships and responding to local issues. We are proud to work with key and valued partners to manage the risks presented by offenders to support keeping our communities safe.

The NPS provides advice to Courts and the Parole Board, manages people assessed as high risk of harm, MAPPAs eligible offenders and registered sex offenders, delivers the sexual offending treatment programme, Horizon and iHorizon, manages the Approved Premises, and delivers the statutory victim service. The CRCs manage people assessed as low and medium risk of harm, deliver resettlement services, rehabilitative services, accredited programmes, and the community payback schemes (unpaid work).

Going forwards there will significant changes following the Government's announcement in May 2019, to terminate early the contracts with the CRCs and re-unify the 'offender management' element of work back to the NPS. There will be a plan to create 12 probation regions with the aim 'to build a probation system that delivers stable and quality services that will reduce reoffending, support victims of crime and keep the public safe'. Locally, we are committed to supporting the changes and further improving the probation service.



National Probation Service and BENCH - Wellingborough

## The Victim Contact Scheme 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.

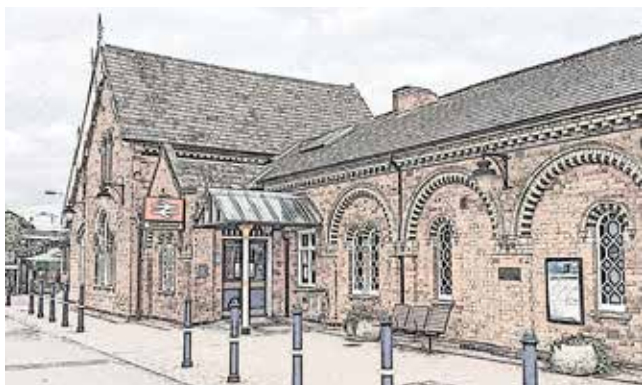


National Probation Service - Northampton

## 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 and circulated information that highlighted public protection issues which were listened to by the MAPPA panel 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*



## Youth Offending Service

Northamptonshire Youth Offending Service (NYOS) 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 Youth Offending Service (YOS) is a statutory partnership. Other agencies and partners contribute to the work of the YOS including the Police, Fire 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 and out of court disposals.

Having responsibilities in relation to Public Protection, NYOS continues to be actively involved in MAPPA with a seat on the strategic Management Board. 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. We also ensure that relevant staff receive ongoing training in relation this critical areas of work.

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, however we are seeing an increasing number of young people engaged in serious organised crime. We are therefore working closely with the Police Community Initiative Reducing Violence (CIRV) project to reduce violent crime and tackle the emerging concerns in relation to gang related offending. Increasingly, intelligence from the Police in relation to serious youth violence has assisted in identifying emerging issues at an earlier stage, allowing NYOS to respond without unnecessarily criminalising additional children and young people.

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 adult hood.



## Children First Northamptonshire

Northamptonshire County Council is committed to working with partners to ensure that all parties identified in MAPPA Conferences as being in need of care and support are safeguarded. This commitment requires effective partnership working by Children First Northamptonshire in all key areas, including MAPPA. Children First Northamptonshire is a core member of MAPPA levels 3 and 2 and attendance at panels, as a core panel member, is prioritised.

Children First Northamptonshire recently identified the Strategic Manager for Safeguarding & Quality Assurance Services as the lead for Children's Services in relation to MAPPA. The Strategic Manager attends MAPPA 3 Conferences and the MAPPA Strategic Management Board. This is alongside 3 designated Child Protection Conference Chairs who attend MAPPA 2 Conferences. It is the responsibility of these practitioners to research the cases relevant to the agenda and feedback to MAPPA. They also take away actions and alerts for the Local Authority when children come to the attention of MAPPA Conferences or are resident at an address that comes up in MAPPA cases.

## 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.

## 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 Principal 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.

## 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. We have supported accommodation for men and women with the aim of actively supporting and encouraging residence to take control of their lives and break the cycle of offending.

## 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 and it improves the likelihood of successful rehabilitation.

The Northants Local Authorities and Housing Associations have maintained their support for MAPPA and have provided suitable accommodation for the majority of MAPPA managed offenders. Housing partners have also provided vital support to offenders to acquire the life skills needed to maintain their tenancies.

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.



# 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 and 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 48 offender-patients have been discussed under the MAPPA umbrella in the last twelve months.

St Andrew's will host a multi-agency training day on 10th October. 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 2020 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 not convicted. These patients can continue to present with criminal risks that need careful management upon discharge. Through the MAPPA processes, individuals can be identified at an early stage as being a potential dangerous person and the Northampton MAPPA Chair can assist us to ensure that the correct 'home' area is contacted and that professional meetings can be convened to manage identified risks, prior to discharge back into the community.



St Andrews - 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 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.

### Location Monitoring

The new capability is the most significant change in Electronic Monitoring (EM) since the launch of the National Service in 1999, and builds on the success of an 18-month pilot that was run in the Midlands and BeNCH (Bedfordshire, Northamptonshire, Cambridgeshire and Hertfordshire) areas from October 2016. Location monitoring is run by the Ministry of Justice's supplier EMS, who are responsible for the current curfew monitoring service.

Location Monitoring is available for Community Orders and Suspended Sentence Orders across all courts in England and Wales. At the moment court bail with Location Monitoring may only be imposed by courts in live Police areas however court bail will be available nationwide in autumn 2019. Location monitoring is live nationally for eligible post-custody cohorts (HDC and some Parole cases).

Service Users will be fitted with a satellite-enabled ankle tag by EMS. The tag is used to monitor the location of the service user 24 hours a day via satellite signal. A Home Monitoring Unit (HMU) will also be installed for easy communication with the Monitoring Centre and to extend the battery life of the tag.

Service users are required to charge the tag for at least an hour each day. They will receive a wall charger and a portable charger during the installation process. Support is in place to help users keep the tags charged. Location Monitoring can be used to monitor compliance with:

- An exclusion zone or zones
- An inclusion zone or zones, or a combination of both exclusion and inclusion zones
- To monitor a subject's attendance at a particular activity e.g a work or education programme
- Trail Monitoring to review the service user's movements, or a combination of trail monitoring, exclusion/inclusion zones and curfew (different times can be used)

For all EMS Location Monitoring enquiries please email:

[GPSGeneralEnquiries@ems.co.uk.cjism.net](mailto:GPSGeneralEnquiries@ems.co.uk.cjism.net)

# Circles South East in Northamptonshire

## Circle of Support and Accountability and beyond

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 make no apologies for sexual offending and recognise 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 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. The overarching principle of Circles is 'No more victims'.

A Circle consists of three to six 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 eighteen 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 aim 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 have now been fully operational in Northamptonshire since July 2017. To date there have been fifteen 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 have also worked with young people who have displayed harmful sexual behaviours (not necessarily a conviction) and two youth Circles have been set up in the county, working alongside Glebe House and Children and Young People's Services to support those leaving care and non-custodial residential placements.

Circles are 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, presentations and volunteer fairs making contact with students over a variety of disciplines. Circles are also represented on the Sexual Violence Prevention Strategy Board in Northants. We are also developing links with local prisons such as HMP Woodhill and HMP Ryehill to promote the work of Circles.

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 on to perpetrate abuse themselves. These referrals can come from agencies or can be a self-referral.

We have recently commenced Thrive Support groups, comprising of three or four trained volunteers allocated to a survivor of sexual violence. The purpose of this group is to offer emotional support in order to help the service user to regain their self-reliance, self-belief and reduce isolation & loneliness. Our hope is that with the help of the group, the service user will regain personal control and build the confidence to restore their lives and perhaps give them more strength to access further help & restorative interventions. We also offer work with non-offending partners in a group setting that 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 has also undertaken risk assessments and one-to-one work 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 perpetrators. The resulting reports are then used to inform Safeguarding decisions.

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, Thrive 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

Secure email: [lesley.martin@cse.cjsm.net](mailto:lesley.martin@cse.cjsm.net)

Mobile: 07393233897

## MAPPA Training

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

Your two Lay Advisors, Dave and Greg, have witnessed another 12 months of effective operation of Northamptonshire's MAPPA arrangements. It has been a heavy workload at times for MAPPA, in particular we have noted that Level 3 meetings have had a significantly higher case load at times, in addition to the high levels of cases at the lower Level 2 meetings. A small number of cases have been referred very late to the MAPPA forum, which has significantly limited the amount of time available to formulate and execute a risk management plan before an offender's release date. Fortunately, this is still very much the exception.

Housing has been an ongoing theme during the year, reflecting both the difficulty in securing accommodation for the most challenging cases and the importance it plays in reducing the risk of reoffending. The arrangements put in place by Housing Authorities and MAPPA to address access to accommodation have continued to have a positive impact in challenging circumstances; we sense that the demands are likely to increase given legislative changes in the housing field.

In terms of how MAPPA itself operates, the management of risk relating to how MAPPA operates has been a theme we have been raising at Senior Management Board (SMB) level. Given the significant pressures on public service agencies, all partners face conflicting

priorities and difficult decisions when investing professional's time in MAPPA. We are therefore keen to see explicit thinking about risk to routinely take place and be captured. At the same time, we are also supportive of the concept that individual agencies have the responsibility to manage risk in the MAPPA context, rather than MAPPA itself

Finally, and as if to prove the importance of having an effective MAPPA to ensure that is good cross-agency working taking place, there have been a couple of occasions across the year where we have been able to get a glimpse of what could go wrong if the various agencies involved in public protection do not work together effectively. These were examples where MAPPA meetings, through good information sharing, were able to see when key information had not been made available to professionals and which would have supported different solution options being recommended or actions being taken. In addition to then taking corrective action, we have seen a strong focus on learning from such incidents to make our arrangements even better in the future.

Overall, MAPPA in Northamptonshire continues to provide an effective and efficient forum, with a sharp focus on the need for quality risk assessments, risk management and sound contingency planning.



CJC - Northampton

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Street view  
- Kettering

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.

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

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



HM Prison &  
Probation Service