



Multi Agency Public Protection Arrangements

BEDFORDSHIRE 2021/2022 ANNUAL REPORT



Introduction



Temporary Assistant Chief Constable and SMB chair for Bedfordshire

Sharn Basra

Bedfordshire Police

Safeguarding the public from violent and sexual crime continues to be one of the highest priorities for agencies across Bedfordshire. Working together through Multi-Agency Public Protection Arrangements (MAPPA) to manage offenders convicted of such crimes is vitally important. The crimes these offenders are responsible for greatly affect the lives of victims, their friends and families and can in turn cause fear in local communities. MAPPA is a partnership, and this report explains how different agencies involved work together, how the arrangements operate in Bedfordshire and what actions are taken to improve their effectiveness. It also contains statistical information about the number of offenders managed under the arrangements and illustrates how the arrangements work in practice.

We recognise the public's concern about people who may present a risk of causing significant harm and we believe that MAPPA provides the best possible framework for these people. While it is never possible to eliminate that risk entirely, MAPPA aims to ensure that all reasonable steps are taken to reduce the risk of further serious harm to the public.

As we recover from the social restrictions imposed due to the global Coronavirus pandemic, we have and will continue to see an increase in both crime and opportunity. This is compounded by the cost-of-living crisis, that not only has an impact on those managed within our community, but those practitioners operating on the front line, who continue to deliver an outstanding service. We have also seen the successful reunification of the National Probation Service, proving once again all agencies within the Criminal Justice System are flexible, committed and determined to improve.

This has been another busy year for all agencies involved in the MAPPA process and as ever the Strategic Management Board for MAPPA in Bedfordshire recognises the contribution made by partner agencies at a time of continuing challenge in securing resources to work with this group of offenders.

Serious violent and sexual offending perpetrated by individuals make up a relatively small proportion of all recorded crime. Yet, by their nature, the impact of such offending can be devastating. The SMB is committed to the ongoing

development of local practice, sharing learning and developments from regional and national inspections and case reviews in order to keep Bedfordshire safe.



MAPPA coordinator for Bedfordshire

I have now been the MAPPA Coordinator for Bedfordshire, in a permanent capacity now, for nearly 2 years, and I enjoy being part of a multi-agency team that continues to work hard to 'make a difference' in the face of adversity.

Each case is different, but MAPPA's goal always remains the same which is to support the development of a bespoke risk management plan via one or more of the responsible authorities and relevant duty to cooperate agencies with public protection being at the forefront of our minds. The plan operates on the basis of the 'four pillars' approach, supervision, monitoring and control, intervention and treatment and victim safety planning, with a range of rehabilitative and restrictive options being available to MAPPA partners to manage the risk posed by an eligible nominal.

Over the last 12 months, despite being in recovery following a global pandemic, we have been beginning to re-focus on reviewing the MAPPA process locally and this has led to an overhaul of the approach to auditing. Following on from the joint thematic inspection of Multi-Agency Public Protection Arrangements; Twenty Years on, is MAPPA achieving its objectives (July 2022), and the action plan that this has created at a national and local level, I am confident that this will assist in ensuring that the MAPPA structure is suited to protecting the public of Bedfordshire and will identify, with a higher degree of accuracy, the outcome of the significant amount of hard work that MAPPA puts in to completing its objectives.

WHAT IS MAPPA?

MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual, violent and terrorist 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, Job Centre Plus and Local Housing and Education Authorities.

Local Strategic Management Boards comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA with their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB).

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 more senior oversight and 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 *is registered sexual offenders;*

Category 2 *are mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order;*

Category 3 *are offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm.*

A fourth category for terrorist and terrorist risk offenders was introduced by the Police Crime Sentencing and Courts Act 2022 after the period covered by this report.

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 enables 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.

MAPPA and terrorism

The government published an Independent Review of the MAPPA used to Supervise Terrorist and Terrorism-risk Offenders on 2 September 2020 and published its response on 9 December. Both documents are available at <https://www.gov.uk/government/publications/multi-agency-public-protection-arrangements-review>. The report made a number of recommendations, several of which have been implemented via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Act 2022. The Secretary of State has also revised the statutory MAPPA Guidance on terrorist offenders.

The Probation Service, via its National Security Division, has created a specialist dedicated and highly skilled workforce, which provides an enhanced level of management and intervention for the most high-risk, complex and high-profile offenders in the community. This includes the management of terrorist connected and terrorist risk offenders. The NSD and Counter-Terrorism Policing work closely with local SMBs to ensure the robust management of terrorism cases.

All MAPPA reports from England and Wales are published online at: www.gov.uk



(The Luton Hoo Hotel)

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2022

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	542	264	-	806
Level 2	1	8	5	14
Level 3	2	2	3	7
Total	545	274	8	827

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	14	29	15	58
Level 3	7	7	5	19
Total	21	36	20	77

RSOs cautioned or convicted for breach of notification requirements	22
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RSOs who have had their life time notification revoked on application	5
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Restrictive orders for Category 1 offenders

SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	69
SHPO with foreign travel restriction	0
NOs	1

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	0
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Level 2 and 3 offenders returned to custody

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	1	3	1	5
Level 3	0	0	1	1
Total	1	3	2	6
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	89
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This figure has been calculated using the 21 March 2021 census population estimate, published by the Office for National Statistics on 28 June 2022, excluding those aged less than ten years of age.

Previously, we have based this figure on the mid-year (30 June) population estimate. As such, the current figure may differ from the corresponding figure based on the mid-2021 estimated resident population, which will be published by the Office for National Statistics later this year



EXPLANATION COMMENTARY ON STATISTICAL TABLES

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2022 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2021 to 31 March 2022.

(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 and terrorist 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 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 require 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.

An 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.

An 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 an 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 an 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 offender



Bedfordshire MAPPAs

Victim Contact Scheme / Victim Liaison

Joanne Morris, Victim Liaison Officer, BeNCH Area.

The Probation Service has a statutory duty to work with victims of serious crime. This Duty is set out in Section 69, Criminal Justice and Court Services Act 2000.

Since April 2001, victim contact is offered to all victims of offenders sentenced to 12 months or more imprisonment for sexual or violent offences.

In July 2005, due to the Domestic Violence, Crime and Victims Act 2004, we have a duty to contact the victim/s of persons sentenced to a Restricted S.37/41 Hospital Order and more recently, the Victim Liaison Officer will also work with victims of unrestricted patients. Not only does a Victim Liaison Officer consider the risk to the victim, but they will also consider any risk to the offender / patient.

I am a Victim Liaison Officer (VLO) and have been based in Bedfordshire since 2004, our cases are spread across the Bedfordshire, Northamptonshire, Cambridgeshire, and Hertfordshire area. I have been working with MAPPAs for many years now and find the panel's intervention crucial to how we work with victims and manage the risk that is potentially posed. I feel I have a good working relationship with MAPPAs and I always feel listened to and supported when I have concerns.

Recently I worked with a case where the initial risk didn't appear to be imminent, however the information received from the victim potentially escalated this risk. The concerns were immediate, and the case was taken to MAPPAs. It was a complex case with several parties that were identified as being at risk from the offender. The MAPPAs Coordinator acted very quickly in calling a meeting and requesting the attendance of core members so the case could be discussed. Within three days, a meeting had taken place, all risks had been identified and professionals had been set actions by the MAPPAs Chair to address and reduce this risk. MAPPAs closely monitored the case to ensure all actions were completed and ensured that professionals reported back to the meeting with any updates. This meant that all parties involved in the management of the risk were kept informed in a timely manner.

When working with MAPPAs I will hear the views and actions of other panel members which is invaluable and assists me in working effectively with the victim and provide assurances as appropriate.

Bedfordshire MAPPAs takes the voice of the victim very seriously and always considers the risk, including the both the emotional and physical harm to the victim as a priority. Without the intervention of MAPPAs, I believe outcomes in my cases would be far less positive.

Adult Social Care Luton Borough

ASC represents at and attends MAPPAs meetings regularly. The meetings are well organised and there seems to be commitment from the organisations involved. The updates are clear and minutes are shared promptly, with clear actions.

An example of a case I was involved with was xx, who was due to be released and wanted to be involved in caring for a family member. There were a number of organisations involved including Probation, Police, Adult Social Care, Children's services (several departments) Prison and Independent Domestic Violence Advisor (IDVA). The meetings ensured all parties were aware of the potential risks to all involved and the expertise of the various agencies was valuable in deciding which protection plans were needed. As the representative for Adult Social Care, I was able to explain our role, duties, and powers towards the family member, as a cared for person, relaying the views and wishes of her and her family and using the Care Act and Mental Capacity Act to ensure we had a robust plan to support following xx release. I have been able to develop my learning of the legislation that guides other professionals and there has been some great collaboration between Adult Social Care and other agencies.

Despite the complexity of some of the cases and the number of people involved, the MAPPAs Coordinator chairs the meetings expertly, keeping discussions on track and meetings running to time.



(Luton Mall)

HMP Bedford

George Conns and Alison Lawrance

Head of Offender Management Services and Head of Offender Management Delivery

HMP and YOI Bedford is a local Category B prison that services the Courts of Luton, St Albans, and Hatfield. Predominately those that are sentenced at St Albans Crown Court are relayed to HMP Wormwood Scrubs and do not return to HMP Bedford. On occasions, prisoners are also brought from other courts. HMP Bedford currently tends to have a roll of approximately 370 at any given time, predominantly, short stay prisoners. This is either because they are remanded, their sentence is short (less than 12 months), or they are moved on to a more appropriate establishment. Approximately 70% of our prisoners are on remand. The short length of stay means that there is a high turnover, for example this year alone has seen 849 releases either through the Courts, post recall releases, remission to secure hospital and Conditional Release Date.

Risk Management and Public Protection are key in the day-to-day operations of the Offender Management Unit (OMU) at HMP Bedford. All staff under the OMIC (Offender Management in Custody) model contribute daily to risk assessment and management including effective sentence planning, sentence delivery, rehabilitation, and pre-release preparation work. Inter Departmental Risk Management Team (IRMT) meetings discuss MAPPA notification and high-risk releases prompting referrals at an early stage into MAPPA. HMP Bedford works closely with MAPPA arrangements and contributes directly on an operational level collaborating in risk management and information sharing, as well as having an active involvement on a strategic level in MAPPA Strategic MAPPA Board's.

Prison Offender Manager's (POM's) participate in all MAPPA meetings and prepare MAPPA F report's providing an update on behaviour, progression, and engagement with supervision sessions/interventions, as well as any other pertinent information relevant to the risk management process. Prison Offender Manager's will attend every MAPPA meeting and provide as much relevant information as they can.

OMIC transfers' responsibility for the offender management of those in custody, from the community to prisons, making Governors accountable for the quality and delivery of prison offender management. Under OMIC, HMP Bedford has a Key Worker Scheme and the focus of the Key Worker role is to mitigate the negative effects of imprisonment and to encourage individuals to take responsibility for their progression in custody. Key Worker sessions are a supportive and review progress, identify any barriers or obstacles and agree/identify new goals. These meetings help build supportive relationships. The impact of the Covid 19 Pandemic has meant that significant adaptations have

been made to ensure the delivery of key services and support residents during this difficult time. The Keywork scheme is slowly returning to the regime.

POM's in OMU are pivotal to ensuring there remains a link with Community Offender Managers and key stakeholders whilst continuing to manage, release and resettle individuals.

An example of positive working with MAPPA is a case of domestic violence by a high-risk perpetrator. The prisoner was on remand but was subject to MAPPA due to the nature of the risk, pending prosecutions and previous history. MAPPA meetings were held, and a POM attended having had prior knowledge of the case and having written previous OASys assessments on him. The multi-disciplinary nature of the meeting ensured that all aspects of this man's risk were covered including possible immediate release from court. Communication was effective between the various departments in the prison regarding malicious communications between the prisoner and the victim. This was then relayed to MAPPA so they had the information needed to inform a risk assessment and plan.



(HMP Bedford)

Offender Personality Disorder Pathway Bedfordshire

Rosanna Cator Senior Probation Officer

The Offender Personality Disorder (OPD) pathway contract in Bedfordshire is delivered by the East of England Probation region and HMPPS Psychology with local agreements for health practitioners with East London NHS Foundation Trust. Its aims to achieve high level outcomes which include:

- Improved Public Protection
- Improved Psychological health, social behaviour, and relational outcomes for People on Probation.
- Improved competence, confidence and attitudes of staff working with the most complex cases and who are likely to have met the diagnostic criteria of 'personality disorder'

By virtue of the inclusion criteria for the Pathway being targeted at high risk of serious harm and complex cases, the Offender Personality Disorder Service in the East of England operate from within the Public Protection function and the cases comprise a high proportion of MAPPA eligible cases.

In Bedfordshire the team is led jointly by a HMPPS Clinical Lead and Senior Probation Officer undertaking the Operational Lead Role. In January 2022, this Senior Probation Officer position was appointed and dedicated solely to

Offender Personality Disorder Services, shared with Hertfordshire, Cambridgeshire, and Northamptonshire. This has provided the opportunity for joined up working with the Senior Probation Officer's in Norfolk, Suffolk and Essex and sharing of good practice within OPD services across the entire EOE region.

Bedfordshire OPD team enjoy consistently high-performance levels, ensuring 98% of the Probation Service Community caseload have been screened for the OPD criteria and consequently 82% of those cases that screen 'in' are MAPPA eligible. 80% of the MAPPA eligible cases who screen 'in' are actively accessing the OPD Services available in Bedfordshire at present. Reasons for services not being appropriate vary but mainly derive from the Person on Probation not wishing to engage.

Services available for screened in cases in Bedfordshire include consultation and formulation with the Probation Practitioner, Approved Premises staff if applicable and Person on Probation themselves. Psychologically informed Joint Working sessions are also available if the relevant criteria is met. Reflective Practice for Probation staff is in the process of being launched in the Bedfordshire Probation Delivery Unit which will assist the Probation Practitioner's in managing such complex and risky cases. This is already implemented in Bedfordshire's two Approved premises. Regular presence of the OPD staff exists in the Approved Premises to assist staff.

In 2022 Bedfordshire launched its IIRMS (Intensive Intervention and Risk Management Service) and is now fully staffed to develop a caseload of OPD Persons on Probation in the Community that would benefit from additional Psychologically informed intervention above and beyond the input they already have in place with their Probation Practitioner and/or MAPPA. The first few cases have been identified and support plans are being developed for them prior to their release into/back into the Community. Referrals for this service take place via the Core OPD consultation process.

Bedfordshire OPD Team attend Level 3 MAPPA meetings as standard and Level 2 meetings where cases are screened in and being actively worked with as appropriate. Outside of this framework considerations as to OPD services being available for MAPPA cases can be referred via MAPPA action to the Probation Practitioner or directly to the OPD Clinical/Operational Leads.



Multi Agency Risk Assessment Conference (MARAC)

There are 4 MARAC's (multi-agency risk assessment conference) held each month in Bedfordshire. One in Bedford, one in Central Bedfordshire and two in Luton. Prior to each meeting the MARAC Co-ordinators send the agenda through to the MAPPA co-ordinator to see if there are any perpetrators who cross reference to the two meetings. If a perpetrator is identified, information is shared between the two meetings to ensure risk is appropriately managed and safety planning for the victim/survivor is robust. A representative from MARAC will also be invited to attend MAPPA meetings where the offender is known to both.

Attending MAPPA adds real value to MARAC's overall response both in terms of being able to share the victim's voice and other agencies' concerns raised in MARAC regarding the perpetrator's behaviour. Through MAPPA and the Risk Management Plan, there are more opportunities to hold perpetrators to account and deter further offending than are available to MARAC.

Over the last 12 months there has been work towards a joined-up Pan Bedfordshire approach to the identification, planning and release of high risk, high harm domestic abuse offenders. It is anticipated that the formalised Pan-Bedfordshire domestic abuse perpetrator strategy and pathway will improve outcomes for victims/survivors of abuse and for nominals whilst in custody and those being released.

In order to provide an example of the work that we do, a MARAC Chair had previously attended MAPPA regarding a perpetrator of domestic abuse where there were multiple victims of his offending behaviour; he is currently in custody. One of these females has recently been heard at MARAC with another perpetrator. She is a vulnerable female with mild learning difficulties. It came to light in the meeting that the current partner has disclosed the victims address to the MAPPA nominal and this has led to increased concern regarding how the two males know each other, has the MAPPA nominal shared information about the victim with the other male and he has engaged with her due to being made aware of her vulnerabilities or is he keeping tabs on the victim for the MAPPA nominal who is due to be released from prison in a few months time. Having been aware of the MAPPA nominal by attending the previous MAPPA meeting, it gave the chair additional insight into the risks that he posed to the victim and enabled MARAC to request that the Probation Officer was allocated some actions around restrictive licence conditions and a MAPPA notification.



Children's Social Care Bedford

Bedford Borough Children's Services are invested in the importance of having a robust and effective MAPPA process. This is in our response as an individual Duty to Cooperate agency and in the part we play as a member of the Bedfordshire MAPPA Strategic MAPPA Board (SMB). We have strong internal mechanisms within the Service with regard to representation and work with MAPPA. The oversight sits with the Head of Service for Safeguarding and Quality Assurance who sits on the MAPPA SMB and also MAPPA level 3 panels; MAPPA 2 and liaison regarding MAPPA 1 work sits with the LADO. This is very effective in sitting with this individual as the Local Authority Designated Officer (LADO) is a role which assesses and determines risk working closely with a wide range of agencies and organisations. There has been continuity of the same individuals in these roles with Bedford Borough for over three years. This strengthens the work because there are well established highly effective working relationships across the MAPPA landscape.

As a Children's Service we acknowledge the key role that we provide for safety planning and risk management for MAPPA individuals . We can make sure that we provide any relevant information , we advise on safeguarding aspects for children, we liaise with other Local Authorities where required and provide support in other agencies making referrals where needed. We are responsive to issues and queries out of panel. There are many examples in 2021/22 of where close working and constructive challenge between agencies has led to clear and strengthened plans and oversight.

Two examples are a MAPPA 3 Individual who has been managed at this level since 2019. Owing to the continuity in workers in Bedford Borough this has meant the same individuals from Children's services supporting throughout. The accumulated knowledge has aided the contribution to the management of this person. There has also been considerable operational work and discussion regarding safeguarding issues, decisions on referrals and action including suitable addresses. The second is an individual relocating to the county from an Approved Premises where there are high levels of concern and anxiety from their victim, concerns about children with contentious and difficult circumstances to negotiate. This is an example of where good communication, open discussion, ensuring the right people are at panels and the willingness to unpick challenges has resulted in a detailed and closely monitored plan.

Bedford Borough Children's Services determine that work with MAPPA is a critical area of practice and delivery for us. We continue to place a high priority on good collaboration. In a landscape of increasing work for all agencies set against often reduction in capacity, we continue to see that MAPPA has many strengths in Bedfordshire. This is down to the quality and commitment of key partners and individuals. In addition the diligence, tenacity, skill and experience of the MAPPA panel Chair needs to be highlighted as this individual is pivotal in the effectiveness of the work overall.



Bedfordshire Probation Delivery Unit

The Probation Service continues to be the lead agency for many of the cases being heard in MAPPA. We have retained the changes in working practice which were implemented during the COVID19 pandemic which means meetings continue to be held of MS Teams which supports consistent attendance by our staff for the purpose of supporting the management of the risk presented by those subject to MAPPA arrangements.

This approach has supported effective communication between agencies in undertaking robust and effective risk management work. Those involved have continued to work collaboratively to manage challenging situations in seeking to protect the public, known victims and reduce the risk of serious further offending. We continue to support staff training to ensure our team members are equipped with the skills and knowledge needed to work with MAPPA cases and the focus and dedication of all professionals involved in the MAPPA meetings is evident.

This approach to working has supported Probation staff in securing the best outcomes for the people on probation we manage, whether that be through the support they can receive from mental health services, accessing accommodation and drugs and alcohol service, for example, and in understanding the risks that are presented to children, known victims and the public so that they can be effectively managed.

Community Mental Health Team; East London Foundation Trust

Autistic people make up at least 1.5% of the population and more likely to die by suicide, be involved with the criminal justice system, have higher rates of anxiety and depression, and fewer than 16% of autistic people are in full time employment. Many autistic people have other neurodiversity's including ADHD, dyslexia, dyspraxia, and Tourette's Syndrome. Neurodiverse people make up around 20% of the population and still, very little is understood. East London Foundation Trust is working with the Integrated Care Board across Bedfordshire, Luton and Milton Keynes to develop an Autism Pathway. This development is currently in year 1 but has identified a need for better support for autistic people who are subject to the criminal justice system. To that end, investment has been provided to focus specifically on the needs of younger autistic people who are at risk of and/or engaged with probation, prison, MAPPAs with the view to developing a forensic pathway that will seek to enable good support to the autistic person in order to ensure that they understand the processes, outcomes and impacts and to the system in respect of how to ensure reasonable adjustments are considered and applied where reasonably practicable to do so. A key outcome of this work is to engage, understand and support the MAPPAs process as it provides an established and robust multi-agency approach which is consistent, timely and effective in managing high risk offenders.

Children's Social Care Central Bedfordshire

Central Bedfordshire Council (CBC) Children's Services work in close partnership with MAPPAs and are clear about their role in this multi-agency approach to managing high risk offenders in the community. The CBC Children's Services MAPPAs representatives promote the role and responsibilities of the MAPPAs panel across the organisation.

All meetings are attended by a designated member of Children's Services in accordance with the level of seniority required. Therefore, a Head of Service is an appointed strategic lead and represents Children's Services at MAPPAs Strategic Management Board; a Practice Manager attends MAPPAs level 3 meetings, and the Allegation Manager provides support and response for all MAPPAs 1 and 2 meetings. This structure ensures that the contribution, response, and decision making is proportionate and consistency in attendance at panels.

CBC Children's Services attend every MAPPAs meeting held where the subject has any relevant link to CBC; this may include the subject residing in the area, having children or family in the area, or any other important connection that may impact upon children in the CBC area. The role of the MAPPAs representative is to share any relevant information held by Children's Services with the MAPPAs panel to assist in forming the risk management plan and undertake any actions from the MAPPAs meeting relating to the safeguarding of children within CBC. This may include ensuring that assessments are undertaken on children known to the offender, and that needs-led support is identified and secured for children to ensure their safety.

In addition to the contribution of information and providing child safeguarding advice, Children's Services representatives work closely with MAPPAs to ensure that proactive measures are undertaken in respect of safeguarding children; examples include providing individual risk briefings directly to the Exploitation Coordinator and/or Multi-Agency Safeguarding Hub. Individual case workers or team managers may also attend MAPPAs in addition to the representative, when required.

The Children's Services representative offers constructive challenge to the MAPPAs panel in respect of child safeguarding issues, to ensure that the most appropriate and robust procedures are being followed. This challenge is notably welcomed, and the MAPPAs panel are very responsive to criticism and to professional curiosity. This is apparent through the regular Quality Assurance meetings whereby cases are audited to ensure best practice and to propose learning moving forward.

Luton Youth Partnership Service (YPS)

The Luton Youth Partnership Service (YPS) is a multi-agency service which incorporates statutory Youth Justice services, Targeted Youth Support and Edge of Care services. With members of seconded staff from the Local Authority, Police and National Probation Service and Health, the YPS works with children and young people subject to statutory court orders, diversion programmes or prevention programmes and those at the highest risk of criminal exploitation. A high number of the prevention cases are children and young people allocated through the Multi-Agency Gangs Panel (MAGPan) and despite the fact that they are not subject to statutory orders, they present a risk of offending and a risk of harm through their gang associated behaviour. As a consequence, MAPPAs are represented on the MAGPan to ensure the continuity of planning for any potential risks. The YPS Head of Service is a member of the MAPPAs Strategic Management Board.

Children who are MAPPAs level 1 are managed within the service and in some cases in partnership with children social care. All statutory cases are subject to review depending on the risk levels within the Risk Management Panel (RMP) which is held weekly. Additionally, all gang associated cases are reviewed monthly at the MAGPan. There is a

standing agenda item on the weekly managers meeting to discuss MAPPA particularly around any potential category 3 cases being managed within the YPS. If necessary, referrals are made to MAPPA level 2/3 via the MAPPA co-ordinator. Where there are YPS cases presented at MAPPA panels, the referring case manager and respective Practice Manager (usually the Line Manager) will be in attendance to ensure that the panel is given accurate information regarding the case. Equally if the child or young person is an open case to children social care, the Social Worker will also be invited to attend alongside YPS staff.



Adult Social Care Central Bedfordshire

Central Bedfordshire Council remains committed to the ongoing positive partnership working in MAPPA. Including operational joint working to promote strengths-based approaches for adults with care and support needs who are MAPPA subjects, as well as bringing the relevant professional expertise to the strategic partnership.

The Adult Social Care representatives have a service wide understanding of the purpose and importance of MAPPA and are clear about their role in this multi-agency approach to managing high risk offenders in the community. The MAPPA representative shares any relevant information held by Adult Social Care with MAPPA to assist in forming the risk management plan, and to also undertake any actions from the MAPPA meetings relating to the safeguarding of adults within CBC.

The CBC Adult Social Care representatives remained committed to attending every MAPPA meeting held, where the subject had any relevant link to CBC; this may include the subject residing in the area, or any other important connection that may impact upon adult in the CBC area.

Bedford Borough Council Housing Service

Bedford Borough Council Housing Officers regularly attend MAPPA meetings as a core member for level 2 and 3 cases. This allows the Council to work with Probation and other agencies to contribute to multi-agency information sharing, risk assessment and planning at the earliest opportunity, for high-risk offenders.

Specialist advice and guidance is then able to be provided to the panel on options for accommodation and duties of the Council for those offenders who may be homeless on release.

Where Bedford Borough Council have a duty to assist an offender with accommodation on release, referrals, and applications to accommodation providers, and to the Council's Social Housing Allocation Scheme, can be made in advance of release. Plans are agreed with partner agencies to complete these processes and provide any relevant documentation and supporting information.

The Housing Service representative will manage any actions arising from the meetings and progress these. Frequent liaison with Probation and other partner agencies is undertaken outside of the meetings to progress housing options and provide advice.

During 2021 -2022 Bedford Borough Council's Housing Service worked closely with MAPPA regarding a high-risk Offender to ensure suitable accommodation was available after a period in an Approved Premises, to allow a further period of ongoing monitoring in the community. During this time the offender's family were also supported to secure more suitable accommodation for their needs and facilitate eventual return of the offender to the family home.

National Security Division

The National Security Division (NSD) has now been established for approaching 2 years and is a division within the Probation Service to provide enhanced case management and intervention for the highest risk, complex and high-profile adult offenders in the community. The division provides a centralised, dedicated capability within the Probation Service for the following cohorts of adult offenders:

- Convicted Terrorist Act/Terrorist Act connected
- Terrorist risk offenders who present a national security threat
- The Highest risk/high harm Serious Organised Criminals requiring enhanced management
- A number of registered Critical Public Protection Casework cases who are the highest risk/highest profile sexual or violent offenders who present a national interest.

NSD cases are managed in the areas where they are residing as that is in most cases where the risk lies. We will of course also involve other areas linked to the case in MAPPA discussions. Co-ordination between NSD and Probation Delivery Units ensures strong links to local stakeholders, including health, housing, and local rehabilitative services. NSD units include dedicated forensic psychologists to support a psychologically informed approach to risk management and also polygraph examiners, to provide enhanced monitoring of compliance with licence conditions.

The NSD continues to work with the national MAPPA team, Counter Terrorism police and with Strategic MAPPA Boards. We have embedded the recommendations made by the 2020 Jonathan Hall review of MAPPA for terrorist offenders. These include MAPPA panels to review extremist cases which include both police, probation and prison staff who specialise in CT work, but also, crucially, representation from key local agencies. The MAPPA panels will direct increased use of MAPPA core groups, ensuring that work with individual cases is coordinated and responsive.

The NSD is committed to working in partnership with Strategic Management Boards to ensure high quality MAPP arrangements. The specialist MAPPA Panels will provide information about key performance indicators to Strategic Management Boards and will also take part in training, audit, and observation activity. NSD units will report formally to Strategic Management Boards regularly and as a minimum on an annual basis.

The NSD will work closely with key partners and stakeholders and ensure that our development is aligned with wider changes in the national security landscape.

Bedfordshire Police

Bedfordshire Offender Management unit continue to have a fundamental role within MAPPA as a statutory partner. The relationship is well established which allows for robust management of cases involving some of the most dangerous Offenders in Bedfordshire. Bedfordshire's Police Offender Management unit were inspected by HMICFRS as part of "managing offenders and suspects. This area was the first in the country to be awarded an outstanding grade. The relationship with Probation and engagement with MAPPA would have been considered as part of the Inspection.

One recent example of effective partnership work between Police and MAPPA is a complex case which has been managed extremely well since the nominals transfer from another Force area.

From the beginning it became apparent that the nominal was displaying signs of their previous behaviours. Through regular MAPPA meetings concerns were established around the nominal's behaviour to the new partner. A meeting was put in place where it was agreed that an emergency recall was required. The nominal was arrested for the offences identified and the recall was completed the same day.

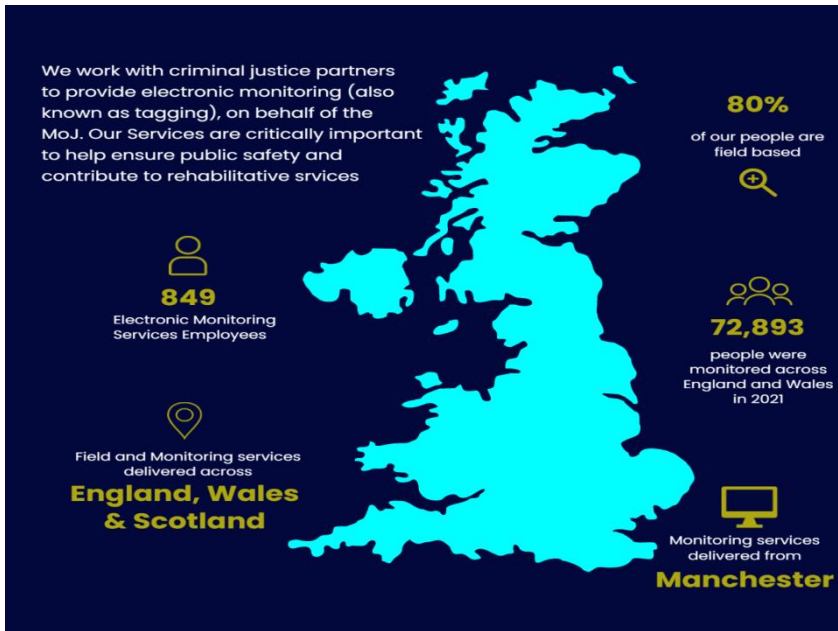
The ability to link in seamlessly with the MAPPA coordinator weekly also meant that the meetings were swift, straight to the point and all safeguarding was put in place. Ultimately another victim has been safeguarded through the effective partnership work through MAPPA.

Electronic Monitoring Services (EMS)

Since 2014, Capita has been working with the Ministry of Justice to deliver Electronic Monitoring (EM) across England & Wales.

Our mission is to be a valued and integrated part of the Criminal Justice System, delivering better outcomes by ensuring public safety and contributing to rehabilitative services.

We provide a variety of tagging and monitoring services, including Location Monitoring, Alcohol Monitoring, Acquisitive Crime, Foreign National Offenders and Specials (Subjects who pose high risk to the public). EM is often used as a cost-effective and socially valuable alternative to prison and as a means for people to be released early from prison if they are serving a custodial sentence.



EM can form part of bail conditions or as a community order following a conviction that doesn't warrant a custodial sentence. The equipment used allows us to monitor compliance under the terms and conditions set by the releasing authority, responsible officer, crown court or magistrates' court. EM has a range of benefits, for example, if someone has a job that involves shifts, the curfew can be tailored to work around a person's lifestyle, so they can still contribute to society. We work closely with the police, prison, and probation teams and, as well as providing the service, we develop innovative solutions that will improve and enhance it.

In 2022, we expanded our immigration monitoring services into Scotland, and we have plans to expand them into Northern Ireland. In addition, we are working with the Home Office to pilot the use of non-fitted devices for immigration monitoring. Subjects will use a small, handheld device to verify their location when prompted at various times during a day.

In partnership with the Metropolitan Police, EMS successfully tracked and located 34 individuals suspected of having breached their conditions of release. During a four-night operation in 2022, 28 arrests were made, helping to prevent further crimes, and freeing up the police force to focus on active, open cases. The other six cases were closed without a need for arrest. We hope to use EM technology more proactively, in collaboration with Multi-agency public protection agencies in the future.

All MAPPA reports from England and Wales are published online at: www.gov.uk

Probation
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