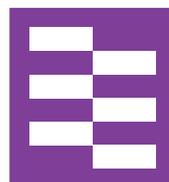




NORTHAMPTONSHIRE  
MULTI-AGENCY PUBLIC PROTECTION ARRANGEMENTS  
ANNUAL REPORT 2013 – 2014



National  
Probation  
Service



As Chair of Strategic Management Board I am delighted to share with you the annual report of the Multi-agency Public Protection Arrangements (MAPPA). The report outlines the work of MAPPA in Northamptonshire in protecting local communities from the sexual and violent offenders who pose the highest risk of harm and offending.

The “Responsible Authorities” for MAPPA are the Police, Probation and HM Prison Services. They are supported by a range of agencies, including health and social care as well as housing providers who have a Duty to Co-operate with MAPPA. Details of the work of these agencies within MAPPA are included in this report. The protection of the public and in particular those who are vulnerable, is our highest priority. The partner agencies are committed to this goal and through joined working Northamptonshire benefits from their collective knowledge, experience and resources.

Sexual and violent crimes have a devastating effect on victims, especially when those victims are children or vulnerable adults, and their families as well as on the wider community. MAPPA partners are aware that the public has every right to demand the very best provision we can offer. Securing and promoting local confidence is an aim embraced by each of the partner agencies. We continue to work on a wide range of initiatives across the partnership that builds on the achievements of MAPPA.

On behalf of my Lead Officer colleagues I commend this annual report which I hope provides evidence of our ongoing commitment and dedication to work collaboratively and effectively to protect the public and manage the risks posed by serious offenders.



Ivan Balhatchet  
Assistant Chief Constable  
of Northamptonshire Police

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MAPPA brings together the professionals working with an offender and his victim or potential victim to share information and develop and deliver a Risk Management Plan that will protect potential victims, prevent further victims and rehabilitate the offender. This process sits within a framework that ensures that MAPPA itself is accountable and compliant with legislation.

## What is MAPPA

- (a) 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.
- (b) They bring together the Police, Probation and Prison Services in England and Wales into what is known as the MAPPA Responsible Authority.
- (c) A number of other agencies are under a Duty To Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Trusts, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.
- (d) 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 duty to co-operate agencies.
- (e) Lay Advisers are members of the public with no links to the business of managing MAPPA offenders and 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 by the agencies in order to inform the risk assessments and risk management plans of those managing or supervising them.
- In the majority of cases that is as far as MAPPA extends but in some cases, it is determined that active multi-agency management is required. 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** – (in the main) violent offenders sentenced to imprisonment for 12 months or more; 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 management levels intended to ensure that resources are focused upon the cases where they are most needed; generally those involving the higher risks of serious harm.

**Level 1** involves ordinary agency management (i.e. no MAPPA meetings or resources);

**Level 2** is where the active involvement of more than one agency is required to manage the offender but the risk management plans do not require the attendance and commitment of resources at a senior level.

**Level 3** is when senior oversight is required to manage the case

MAPPA is supported by ViSOR. This is a national IT system for the management of people who pose a serious risk of harm to the public. The police have been using ViSOR since 2005 but, since June 2008, ViSOR has been fully operational allowing, for the first time, key staff from the Police, Probation and Prison Services to work on the same IT system, thus improving the quality and timeliness of risk assessments and of interventions to prevent offending. The combined use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when these high risk offenders move, enhancing public protection measures. All MAPPA reports from England and Wales are published online at: [www.justice.gov.uk](http://www.justice.gov.uk)



## Case Study 1

Joe Smith was due for release from prison in July 2014 after serving a sentence for Burglary Dwelling and Grievous Bodily Harm (GBH).

In order to plan for this potential release MAPPA meetings were being held on a monthly basis to review the risk posed by Mr Smith, the work being undertaken ahead of his release and to allocate any future tasks.

Mr Smith was retained throughout the period as a Level 3, high-risk case.

Mr Smith's demeanour and motivation ahead of his potential release was continually assessed by his prison Offender Manager, his Probation Officer and his Police ROSE officer. A close working relationship was established to fully open up the channels of communication to share any thoughts around Mr Smith's risk, physical and mental health- all of which would be later fed back within MAPPA. In addition to the regular communication The Probation Officer and ROSE Officer made several prison visits to meet with Mr Smith and his Offender Supervisor plus various health representatives.

It was considered by all concerned that it would not be acceptable for Mr Smith to be released into the community due to the risk that he posed to previous partners and the children from these relationships. Mr Smith was also assessed as a risk to members of the public as a whole, professionals and himself. In the months approaching his release Mr Smith became increasingly anxious about his release and his behaviour deteriorated. He was placed in the segregation unit and he began to self-harm and at one stage it was feared that his self harming could result in a life changing injury.

Mr Smith's mental health was at such a state that it was agreed by MAPPA professionals to be most appropriate for him to be released to a medical facility capable of coping with his needs. This proved problematic; finding a facility able to manage his level of risk, ensuring it was available to receive him on his release and securing the funding to pay for this. Through MAPPA, health care professionals were able to secure funding and a place in a Medium Secure Unit for Mr Smith's release.

I have no doubt that Mr Smith would have taken drugs and alcohol immediately on his release which would have led to offending - he has shown this in the past when released in similar circumstances. Mr Smith is in the right place to receive treatment for his ongoing mental health problems and he has not created more victims of crime in the community.

## Case Study 2

Mr Brown is unusual among child sex offenders in that he has offended against children who were strangers to him. (Most child sex offenders target children within their own family, circle of friends or through an organisation). Mr Brown served a 10 year prison sentence for a serious sexual assault on a child; he was released from this sentence 10 years ago. In preparation for his release the Police Dangerous Persons Management Unit obtained a Sexual Offences Prevention Order (SOPO) and placed Mr Brown on close monitoring. Mr Brown was observed interacting with a child, no sexual behaviour took place thanks to the early intervention by the police and he was prosecuted and sentenced to another 10 year sentence. Mr Brown chose to serve his entire sentence in prison. He declined to work with the Probation Service or undertake any of the treatments available in prison. Mr Brown was released from prison earlier this year. He was subject to a SOPO and as a RSO required to register but there were no other powers available to professionals and there was much concern that Mr Brown would “disappear”. The Police visited Mr Brown prior to release and Probation wrote to him both pointing out that he had spent 20 years in prison and that he might find it hard on the “outside”. Both invited him to visit a police station and ask for help. Within hours of release Mr Brown attended a police station and asked for help. He was placed in an Approved Premises a Probation Hostel, where he agreed to comply with strict rules including a curfew. It may be that, as the offer of help is being received “on his terms” and not forced by a licence, Mr Brown has changed his attitude to the professionals working with him, including the police. He is engaging in discussion and appears to be working with the police to avoid going back to prison. Mr Brown is being housed in a location which has been carefully selected. The Police have applied to Court to increase the powers of his SOPO. If this application succeeds Mr Brown will be required to wear an electronic tag so that his location can be monitored via GPS. This would remain in place, protecting the public, for the foreseeable future.

**MAPPA-eligible offenders on 31 March 2014**

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	544	346	-	890
Level 2	24	16	7	47
Level 3	1	3	0	4
Total	569	365	7	941

**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	53	51	27	131
Level 3	14	8	1	23
Total	67	59	28	154

<b>RSOs cautioned or convicted for breach of notification requirements</b>	<b>7</b>
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**Restrictive orders for Category 1 offenders****SOPOs, NOs & FTOs imposed by the courts**

SOPOs	48
NOs	1
FTOs	0

Level 2 and 3 offenders returned to custody				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
<b>Breach of licence</b>				
Level 2	3	4	0	7
Level 3	1	2	0	3
Total	4	6	0	10
<b>Breach of SOPO</b>				
Level 2	4	-	-	4
Level 3	1	-	-	1
Total	5	-	-	5

Total number of Registered Sexual Offenders per 100,000 population	93
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## MAPPA Statistics Explained

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2014 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2013 to 31 March 2014.

**(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 84 percent this year are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

**(b) Registered Sexual Offenders (RSOs)** – those who are required to notify the police of their name, address and other personal details and to notify any changes subsequently (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence which 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 and offenders disqualified from working with children.

**(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 MAPP meetings.

**(e) Breach of licence** – offenders released into the community following a period of imprisonment of 12 months or more will be subject to a licence with conditions (under probation supervision). If these conditions are not complied with, breach action will be taken and the offender may be recalled to prison.

**(f) Sexual Offences Prevention Order (SOPO)** – a court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender’s behaviour in the community. The full order lasts for a minimum of five years, and can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender loitering near schools or playgrounds. If the offender fails to comply with (i.e. breaches) the requirements of the order, he can be taken back to court and may be liable to up to five years’ imprisonment.

**(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) Foreign Travel Orders** – these prevent offenders with convictions for sexual offences against children from travelling abroad where this is necessary to protect children from the risk of sexual harm.

**Year on Year Comparison** – the figures in each category for recent years have been broadly consistent. The only area of significant change has been an decrease in the numbers of offenders managed at Level 3. This reflects the MAPPA Panel’s increasing confidence in maintaining the threshold between level two and level three and the need to prioritise the “critical few”.



## 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 jointly chaired by senior managers from Northamptonshire Police and The National Probation Service in Northamptonshire. In 2014 the Chair moved to ACC Ivan Balhatchet. Board members comprise senior representatives from all agencies involved in MAPPA, who monitor arrangements, direct necessary improvements and support practitioners in overcoming barriers and accessing resources to support Risk Management Plans.

### Members of the Responsible Authority are:

- Northamptonshire Police
- National Probation Service
- 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
- Catch 22
- 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)

## Northamptonshire Police

Northamptonshire Police share responsibility for identifying, assessing and managing sexual, violent and other dangerous offenders through information sharing, multi agency planning, or by the Police as a single agency. Two dedicated units concentrate on specific areas of public protection:

- The Dangerous Persons Management Unit (DPMU) manages Registered Sexual Offenders;
- The Domestic Abuse (DA) Unit contains specialist officers for the oversight and, where possible, the investigation of serious and complex domestic Abuse.

## Protecting the Victims of Domestic Violence

Northamptonshire has gone live with the Domestic Violence Disclosure Scheme and Domestic Violence Protection Orders in 2014.

The disclosure scheme empowers victims or their families to ask for information about those who they fear present a risk. It also empowers the police to proactively inform an individual seen to be at risk where information comes to their attention.

MAPPA is a key partner in the review process which includes a multi agency panel looking at the proportionality of any disclosure considering the needs of the potential victim, alleged perpetrator and children in the multi agency response.

The Domestic Violence Protection Orders support the protection of vulnerable victims where a criminal justice threshold has not been met. Initially with the authority of a Superintendent and then a Magistrates Court where the level of risk of violence meets a threshold the alleged perpetrator can be prohibited from contacting the victim and living at their home, thereby allowing victims the space to take steps to take control of their lives and the lives of any children supported by the breadth of agencies across the county.

## Protecting children and Adults from Sexual Harm using BUDDI Trackers

The Dangerous Persons Management Unit works closely with MAPPA to deliver Risk Management Plans. The DPMU play a key role reducing the opportunities for sexual offenders to offend using measures such as Sex Offence Prevention Orders and also in monitoring compliance with Community Orders as well as Licences and other restrictions. Over the past 12 months, the DPMU has made increasing use of a BUDDI Tracker. The BUDDI tracker is an electronic device which is voluntarily worn by an offender. The BUDDI allows the police to track the whereabouts of the offender using GPS. It has been especially useful in monitoring offender's compliance with staying away from restricted areas and exclusion zones.



## Supporting Offenders with Sobriety Bracelets

Northamptonshire Police have introduced Alcohol Detection Tags, perhaps more widely known as sobriety bracelets, to support offenders whose offending is linked to alcohol.

In much the same process as BUDDI Tracker the bracelets are a device which the offender can chose to wear. The device is able to measure alcohol consumed in sweat on the skin. The device also has a tamper alert.

The sobriety bracelet has already been used successfully by a MAPPA offender.



## Managing MAPPA Offenders who are also Prolific Offenders

The Rose programme work with the most Prolific Priority Offenders (PPO's) in Northamptonshire, those that commit Serious Acquisitive Crime Offences (Burglary, Theft of Motor Vehicle, Theft from Motor Vehicle and other theft offences). There are some PPOs who also commit serious violent offences against members of the public, such as Robbery and commit domestic abuse and cause serious harm to their family.

Each Rose officer works in conjunction with partners in a joined up and multi-agency approach in working towards the rehabilitation of these prolific offenders. Each offender has unique requirements as to how their rehabilitation may be best approached.

Working with partners such as Probation, CAN, Groundwork, MAPPA and many others, ROSE officers work with offenders to tackle the issues that they present with, which have in the past or are still currently contributing to their involvement in offending. Some of the main issues faced surround a lack of housing, unemployment and/or addiction to drugs/ alcohol. It is through striving to achieve stability with these issues and others that rehabilitation is given a chance.

The Rose programme work with PPO's who are on licence from prison, some are serving court orders in the community and there are a proportion who engage with us on a Voluntary basis to make use of the support mechanisms/avenues available.

As noted, occasionally some of the PPOs managed by the ROSE programme fall under MAPPA. In partnership with the MAPPA partners involved in each case ROSE Officers attend MAPPA meetings to provide current and background information on the individual to ROSE play a central role in delivering the MAPPA Risk Management Plan.

## The Prison Service

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

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

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



## The National Probation Service

The National Probation Services manages offenders who present a risk of serious harm to others. In 2014, as part of the Transforming Rehabilitation agenda the Northamptonshire Probation Trust was separated between that National Probation Service which manages offenders who present a risk of serious harm and the BenCH service which supervises the remaining offenders (see below). This has been a year of significant change for Probation with much uncertainty and anxiety for staff. Despite this, Offender Managers have continued to play a central role in managing MAPPA offenders and the partner agencies within MAPPA would like to take this opportunity to thank their colleagues in Probation for their ongoing hard work and commitment to public protection during a difficult time.

As part of the National Offender Management Service, The National Probation Service Northamptonshire Local Delivery Unit work to reduce re-offending and risk of harm to the public, by ensuring that Community Orders are enforced and that offenders comply with their licence post sentence.

The Service carries out this undertaking by:

- Providing advice to Courts, by way of detailed assessments of offenders and their risk of harm and reoffending. Officers prepare reports for Courts to assist in sentencing;
- Regularly review risk management arrangements for offenders under supervision;
- Supervise community sentence orders and offenders in custody for more than 12 months;
- Deliver accredited specified programmes of intervention to address offending behaviour, manage risk and promote rehabilitation in the community;
- Managing offenders subject to licence on release from custody;
- Manage key risk offenders using Approved Probation hostels either in or out of the county.



## Polygraph

In 2014 The Ministry of Justice introduced a licence condition for all MAPPA Category 1 offenders (Registered Sex Offenders) assessed as high risk of reoffending. The Probation Service used polygraph as a “truth facilitator” rather than a “lie detector”. This is how it works. The Offender Manager works with the polygraph tester to identify a set of questioned which could be put to the offender as part of their risk assessment. These questions may relate to behaviours such as who he has had contact with or places he has visited. Questions can also relate to thoughts such as sexual interests and fantasies. The offender is then invited to meet the polygraph tester when he is given the questions and invited to answer truthfully. It is at this stage that offenders tend to disclose risky behaviour and thoughts if these have been present. The polygraph is then undertaken to confirm the offender’s honesty or determine whether deception is present. The following is an account of an Offender Manager who has direct experience of this supervision technique.

## Case Study

I supervised an offender who was released in March 2013. As a Probation Officer supervising such offenders there is often a fine balance between developing a working rapport and trust to promote rehabilitation and of always being mindful of the risks that offenders pose to the public. As a result, whilst encouraging people to be open and honest there is a necessity to treat all information you receive with a 'professional cynicism', which can often leave the offender in a difficult position. I therefore, see the Polygraph test as an opportunity for Probation Officer's to bridge that gap and to further improve the relationship with the offender whilst underpinning an investigative approach to risk management.

My Offender had worked well in custody and had demonstrated positive motivation upon release. We had no Police intelligence indicating any concerns in relation to increased risk, reoffending or breaches of his licence. However, he was very nervous about participating in the Polygraph as he very much saw it as an example of a lack of trust, as a search for negative information and a restriction designed to try and 'catch him out'. However, when we discussed this during supervision sessions he was able to identify the benefits of being able to evidence his own compliance with licence conditions and how positive results could lead to a reduction in restrictions, which led into some positive discussions about his own risk management.

Overall, polygraph testing is by no means a 'magic solution' to risk management and many offenders will be extremely cautious about the process. However, in my experience it has been a beneficial addition to my resources as a Probation Officer whilst also a means of encouraging the offender to take ownership of their self management.

## ViSOR

The integration of ViSOR into Probation practice has been progressed this year. Locally, the National Probation Service has opted for a model based on ViSOR Offender Management Champions who have been trained and vetted so that they are able to support their colleagues in using ViSOR. All the Offender Managers have received training in ViSOR and the Senior Probation Officers have been trained as Quality Assurers for ViSOR. Consistent use of ViSOR by Probation Officers and Police Officers will improve communication and co-working in managing Registered Sex Offenders.

## Community Offender Mental Health Team

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

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

The Pathway has the following objectives:

- A reduction in repeat serious sexual and/or violent offending
- Improved psychological health, wellbeing and pro social behaviour
- Improved competence, confidence and attitudes of staff working with complex offenders who are likely to have traits of personality disorder

In order to meet these objectives the service works closely with the MAPPA panel and Offender Managers in providing consultation and advice on managing MAPPA cases.



### Case Study

Mr Jones is a MAPPA Level 3 case and currently in prison. Throughout his sentence he displayed challenging behaviours, for example violence towards staff. There were concerns raised about working with Mr Jones in the community when he completed his prison sentence. Through the process of consultation with the Offender Manager, it was agreed that the PD project team would meet with the offender to carry out an assessment and develop a risk management plan using psychologically informed tools. This was to help professionals working with Mr Jones to understand why he may present with such behaviour as well as strategies on how to manage this behaviour without escalating his risk.

Following this, training has been provided to staff working closely with Mr Jones following release and a formal assessment report and risk management plan has been drawn up collaboratively between services.

Northamptonshire Healthcare



NHS Foundation Trust



## MASH-The Multi-Agency Safeguarding Hub

The Multi-Agency Safeguarding Hub (MASH) is the first point of contact for safeguarding referrals from both professionals and members of the public. It is a partnership arrangement that includes over 60 colleagues from Northamptonshire County Council Children's Social Care, Education and Targeted Prevention services, Northamptonshire Police, NHS, Fire Service and Probation. By working together, we aim to effectively gather and collate information to enable us to make informed decisions as to risks to children. If there is reasonable cause to suspect that a child is suffering or is likely to suffer from significant harm, enquiries in accordance with S47 Children Act (1989) will be instigated. If the threshold for significant harm is not met, the MASH team will signpost the referrer to a suitable service.

The Northamptonshire MASH has been operating since August 2013, and has demonstrated a number of benefits due to the fact that information is shared in a timely way. This enables a more comprehensive analysis and assessment of risk resulting in informed and joint decision making and timely and appropriate responses to safeguarding concerns.

The positive working relationship and interface between MAPPA and MASH are ensured via the participation of the Children, Families and Education Directorate's representatives at all MAPPA levels. These are also aided by the close proximity, with MASH and MAPPA based on the same floor of the Criminal Justice Centre.

The MASH Service Manager attends all MAPPA level 3 meetings and the MASH Senior practitioners are assigned to MAPPA level 2. The presence of MASH at MAPPA meetings ensures that the wellbeing of children is a constant concern and is considered from a position of skill and experience.

## The Arson Task Force

The Arson Task Force is a partnership between the police and the fire service with a remit to reduce arson across the county of Northamptonshire.

The ATF work with offenders who have an arson history and are subject to MAPPA, we will if appropriate:

- Carry out home fire safety checks for victims
- Work with Crime Prevention to target harden addresses and reduce risk
- Visit prisons to risk assess offenders prior to release
- Carry out intervention work with offenders ensuring they understand the risk of arson and thereby negating any future defence of ignorance
- regarding the consequences of their actions
- Support police investigations and provide initial impact statements
- Work with housing, mental health, probation and other agencies to provide a holistic approach to rehabilitation and robust offender management
- Work with Universities to develop an intervention programme for arsonists
- Link in with victims of arson related domestic violence whose ex-partners are subject to MAPPA
- Identify and work with vulnerable children who are engaging in fire setting.
- Ensure release addresses are suitable for arson offenders.

## Case Study

In July 2011 two fires occurred in the lobby of St Katherine's Court Northampton, a high rise block of flats housing up to 100 residents. The Arson Task Force (ATF) worked with the police during this investigation and were able to identify the offender as a result of CCTV coverage within the lobby. This camera was placed in the building four years prior at the request of ATF due to anti social behavior and damage to the building's fire protection. The police were unaware of this camera and the evidence it contained. As a result of our support the offender was arrested, charged and put before the Crown Court.

Prior to the trial the ATF carried out international enquiries to identify similar fires and their outcomes. This led to the identification of an incident that had occurred in Dusseldorf airport where passengers had used the lift to the ground floor where, unbeknown to them, the fire was located. As the lift doors opened the compartment filled with smoke preventing the doors closing and resulting in all dying of smoke inhalation.

Experiments carried out at St Katherine's court confirmed that when carbon interrupts the lift door mechanism they failed to shut. The subsequent impact assessment statement provided by the ATF supported a charge of 'Reckless as to whether life was endangered or not'. This resulted in a guilty plea on both counts and the offender receiving a custodial sentence.

Prior to the offender's release in 2013 the ATF visited her in Peterborough prison to carry out a risk assessment for MAPPA. It became clear during this interview that whilst in prison she had engaged with a voluntary agency Crime 2 Christ (C2C) based in Northamptonshire. The ATF contacted C2C and following liaison with the MAPPA chair it was agreed that her case worker should attend the MAPPA meetings. Upon release she was supported by MAPPA and C2C and her current status is as follows:

She is officially no longer on C2C's case load and is doing very well. She was discharged by mutual agreement in August 2014 one year after her release. She is now housed independently, her mental health is stable, her self-esteem and resilience has definitely improved over the year, she is happy and has not reoffended. C2C remain in touch informally and this ex offender remains a friend of their organisation.

The ATF having worked closely with this offender are extremely pleased with the current outcome and the excellent support C2C has provided. This is partnership working at its best.





Registered Charity No:1104951



## Northamptonshire County Council Adult Social Care

Northamptonshire County Council Adult Social Care (ASC) is the lead Agency for the protection and Safeguarding of adults but working with its partners has been and continues to be vital in protecting our citizens from abuse and neglect.

Our role within MAPPA is to ensure that the needs of the offender are addressed in a holistic manner, either whilst in custody or as part of their risk management plan on release. During 2013/14 the key challenges have involved offenders with mental health problems or those who have developed eligible needs that can no longer be met in a prison setting.

The implementation of Care Act in April 2015 has been an important consideration for ASC over the last year. The act has codified some of the Local Authority's existing practices into law, as well as adding some new ones. In terms of Adult Safeguarding, the act requires Local Authorities to make enquiries, or ensure other agencies make enquiries, where they think an adult with care and support needs is at risk of abuse or neglect.

From April 2015 Local Authority areas that contain prisons or approved premises will be responsible for continuity of care for offenders coming into their area on release from prison. In preparation for this Adult Social Care is working locally with partners in the implementation of the Care Act recommendations and is developing pathways for referral and training of staff in HMP Onley and Ryehill. Adult Social Care Staff have received MAPPA training and are represented at all Level 2 and Level 3 meetings.

## St Andrews Healthcare

St Andrews is a large independent psychiatric hospital where many offenders are treated. It is one of only a few hospitals in the country who have wholeheartedly embraced the MAPPA processes and they hold monthly risk management panels, chaired by the MAPPA Co-ordinator and attended by Police representatives, which discuss patients who are eligible to be managed by MAPPA. This has been helpful in making decisions about Section 17 Leave (Mental Health Act 1983) and been invaluable in discharge planning for some very complex patients. A total of 55 patients have been discussed under the MAPPA umbrella in the last twelve months.

St Andrew's have also hosted three multi-agency training days during 2014 and will continue to do so through 2015. 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 2015 will be sent out to stakeholders later in the year.

## 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.



## Northamptonshire Local Authorities and Accommodation Providers

With the co-operation of the seven Northamptonshire Local Authorities and their partner Social Landlords, it has been possible to secure appropriate housing for the majority of MAPPA managed offenders during the past year.

There have been a small number of offenders who were especially difficult to accommodate for a variety of reasons and we expect that in future, we will continue to encounter offenders who have to be accommodated safely to reduce their risk but who present a particular challenge for accommodation providers. Some offenders are required by licence conditions to relocate within Northamptonshire, usually to protect a victim. Some offenders have specific needs such as for a property adapted for disability. To ensure that such offenders are placed in accommodation safely and quickly, the seven Local Authorities have established a MAPPA Housing Panel.

The MAPPA Housing Panel members are senior housing officers. The first meeting was in September 2014 and the Panel has agreed to meet each month. Each case is presented at the Panel and, with risk considerations being the overriding consideration; each area takes it in turn to place one of the offenders. Offenders are not necessarily placed in public sector housing, in some cases, private rented accommodation is deemed most suitable however, and each Panel member uses their influence and knowledge to support the Lead Agency in securing the safest and most suitable accommodation available.





## The Bedfordshire, Northamptonshire, Cambridgeshire and Hertfordshire Community Rehabilitation Company (BeNCH)

The Bedfordshire, Northamptonshire, Cambridgeshire and Hertfordshire Community Rehabilitation Company (BeNCH CRC) is one of 21 CRCs which have been created as part of the Transforming Rehabilitation agenda. The CRCs manage those service-users who are not assessed as posing a high risk of serious harm and who have not committed a MAPPA-eligible offence. However, the CRCs continue to have a responsibility to protect the public, reduce the incidence of further offending and deliver the sentences of the Court. This role will extend to include statutory supervision of those service-users who receive custodial sentences of less than 12 months.

As a result of the changes to the delivery of Probation services, the BeNCH CRC, along with all the other CRCs, will not longer refer service-users to MAPPA. It will, though, contribute to and support multi-agency risk management plans when required to do so. The BeNCH CRC will continue to work collaboratively, alongside all partnership agencies, to ensure the highest level of public protection.

## The Victim's Charter and Victim Liaison

The MAPPA assesses and manages the risks posed by dangerous offenders to reduce the chances of anyone becoming a victim of crime. In many cases the perpetrator who commits a violent or a sexual offence will have been known to the victim in that, sadly the perpetrator can be a partner, parent or trusted family member. In cases where a serious offence has been committed and an offender is sentenced to a minimum of 12 months in prison, Victim Liaison Officers, who are employed by the National Probation Service, make contact with the victims via letter. If victims choose to opt into the Victims Charter, these specially trained officers present information on behalf of individual victims to the MAPPA meeting. This is an opportunity for victims to give their views in regard to the threat the offender may still continue to pose. This is a dynamic process. The Victim Liaison Officer forms a vital link between the MAPPA and the victim, updating MAPPA on changes and developments and enabling the MAPPA agencies to respond to changes in risk by reviewing and updating their risk management strategies.

The duties of a victim liaison officer also include:

- providing Information to the victim on the custodial sentence and release supervision arrangements
- making contact at key points during the sentence to explain the changes that may be happening
- Relaying information from the victim to parole board meetings, and
- Notifying the victim of licence conditions that directly affect them – for example that the offender is not to approach the victim or the area where they live.



## Case Study

Mr White was sentenced to 63 months imprisonment, in October 2011, for an offence of Section 18 wounding with intent. The victim was his wife.

Mrs White suffers from visual disability, hearing impairment, learning difficulties and a speech impairment. Initial contact was offered and was taken up. Mrs White was supported by her housing officer. Mrs White had been re-housed in a neighbouring village away from the house in which she was seriously assaulted.

In August 2013, I was informed that Mrs White had returned to the town where the offence was committed. As such, she was concerned that associates of Mr White may inform him of where she was living.

A pre release visit was undertaken along with a social worker from Adult Social Services.

Mr White was released in December 2013 and was directed to an Approved Premise (AP) at an address out of Northamptonshire. Licence conditions of non contact with his victim and an exclusion from the town where Mrs White resides, were included on the offender's release licence.

Mr White was referred to MAPPA in January 2014; initial meeting was held in March. The AP refused to extend Mr White's time at their premises unless risk issues were discussed in a MAPPA forum. If the offender were to return to Northampton, he would be homeless, therefore his risk would increase. He also stated that he would return to selling drugs to survive.

His Offender Manager (Probation) recommended that Mr White not return to Northampton and the Panel asked if Mr White could remain at AP until alternative accommodation could be sourced.

Mr White had voiced that he would like to remain in that area to make a fresh start.

A Risk management plan was agreed which included moving Mr White to an address in that area, this would protect victim.

At a Review MAPPA meeting held in April it was noted that Mr White was engaging with training and a work agency. Accommodation had been sourced and the case was working well with his new Offender Manager.

## MAPPA Lay Advisors

We are pleased to have our full complement of Lay Advisors actively engaged in MAPPA having appointed a new Lay Advisor in June 2013. An induction programme for the 2 Lay Advisors was organised by the MAPPA coordinator. This included meetings with the police and probation personnel who play key roles in MAPPA. These visits provided an excellent insight into the work of the Police and Probation teams in MAPPA activity. The local approved premises were also visited. The Lay Advisors were extremely impressed by the commitment and professionalism demonstrated by the staff engaged in this complex and difficult area of work. In regard to the challenges highlighted in last year's report, difficulties in securing suitable housing options for people subject to MAPPA still feature as an area of concern, although the development of the Housing Panel provides a new mechanism which has the potential to achieve more rapid resolution of problem cases.

Access to mental health assessment and care has been particularly difficult for a small number of individuals with special needs. It is hoped that the initiative to introduce new screening arrangements targeted on people who appear to have personality disorder traits will provide an effective means to improve matters in this area. Significant problems were encountered in accessing assessment and advice for people with autism and it seems less clear how these issues will be resolved.

Both Lay Advisors attended the National Lay Advisor conference in February 2014 where they received updates on major MAPPA policy developments from national leads, including the Active Risk Management System and the Four Pillars. Widespread concern about the impact of the Transforming Rehabilitation strategy for the National Probation Service on MAPPA was expressed by many of the Lay Advisors attending the conference.

## MAPPA Training

In this past year, 140 professionals from the Responsible Authority and Duty to Cooperate Agencies have received training on MAPPA. There is now a range of training courses available from a one day course which covers all aspects of MAPPA for practitioners to short courses tailored to the learning needs of particular agencies such as accommodation providers. We are aware that properly prepared practitioners who are confident in their knowledge of MAPPA and comfortable at meetings make a superior contribution to risk assessment and risk management. It is for that reason that we are keen to train as many practitioners as possible and therefore we have reduced the cost to a maximum of £150 per agency regardless of the number of trainees. There is no charge for short training courses if the recipients provide the venue.

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

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



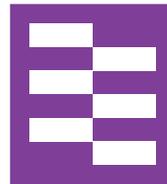
THE TIMELINE - KETTERING

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