

Hertfordshire



Annual Report 2010-11



Intro

In what has been a successful and productive year of partnership working, this Annual Report (2010-2011) reflects on the progress and achievements of professionals supporting the Multi-Agency Arrangements (MAPPA) in Hertfordshire.

Whilst the county continues to have one of the lowest numbers of registered sex and high risk offenders in the country, considerable resources continue to be invested to maintain levels of safety which are achieved through the use of robust management systems and monitoring procedures.

Effective information-sharing also means that specialists working within MAPPA are better placed to manage offenders and identify those individuals who need additional support to divert them away from committing crime. MAPPA in Hertfordshire is supported by dedicated professionals representing a number of key agencies, including the Health Service, Hertfordshire Probation Trust, the Prison Service, housing services, Hertfordshire County Council and Hertfordshire Constabulary.

The formal running of MAPPA is achieved through the Strategic Board which has been in place since 2001 and meets to identify and explore better ways of working.

MAPPA also meets in a variety of formats and levels, as explained later in this report, to deliver key functions, including performance, communication and training. Although all agencies supporting MAPPA are facing financial challenges of varying degrees, the focus on supporting this critical area of public safety remains sharp, and measures, such as enhanced improved information sharing and co-location of dedicated teams at one base, will serve to effectively support this commitment into the future.

Acutely aware of the public's natural concerns around the management of offenders in our county, the MAPPA Strategic Board, which is supported by two independent lay advisors, constantly scrutinises the processes and arrangements to mitigate the risks that are posed by individuals. These risks are further reduced through the positive engagement with housing

and employment agencies, which work to provide an infrastructure of 'support' around offenders.

The MAPPA Strategic Board also recognises that one of the most important partners in the public protection system are members of the public themselves. It is vital that our communities have confidence to report any concerns they have. In January this year the Sex Offender Disclosure Scheme was launched, giving members of the public the right to ask specific questions about individuals living in their community.

Managing risk is not an exact science, and therefore it is important that the public understands that it can never be eliminated. However, those involved in MAPPA arrangements are continually seeking to innovate in the use of control and prevention techniques to mitigate public harm issues. Those who work within MAPPA are never complacent and will continue to work tirelessly on the public's behalf to ensure Hertfordshire remains a safe place in which to live and work.



**Tessa Webb,
Chief Executive,
Hertfordshire
Probation Trust**



**Andy Bliss,
Chief Constable of
Hertfordshire**



**Damian Evans,
Governor,
HMP The Mount**

What is MAPPA?

MAPPA background

- (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 each of the 42 Areas 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 focussed 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. Where senior oversight is required the case would be managed at **Level 3**.

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

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2011				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	512	99	-	611
Level 2	3	4	1	8
Level 3	0	0	0	0
Total	515	103	1	619

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	83	75	39	197
Level 3	5	2	4	11
Total	88	77	43	208

RSOs cautioned or convicted for breach of notification requirements	13
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Restrictive orders for Category 1 offenders	
SOPOs, NOs & FTOs imposed by the courts	
SOPOs	79*
NOs	1
FTOs	0

* The Sex Offender Prevention Order (SOPO) figure was wrongly recorded last year and should have been published as being 36 instead of 2. The figure quoted last year only came from one source, the police, but should have reflected the SOPOs obtained through the courts as well.

Level 2 and 3 offenders returned to custody for breach of licence or sent to custody for breach of SOPO				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	3	7	0	10
Level 3	0	0	0	0
Total	3	7	0	10
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	53
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This figure has been calculated using the 2010 Mid-Year Population Estimate published by the Office for National Statistics on 30 June 2011, excluding those aged less than ten years of age.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2011 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2010 to 31 March 2011.

(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 (94% 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.

Local pages

Key achievements 2010/11

- Successful launch of Child Sex Offender Disclosure Scheme which gives the public a direct way of raising concerns about an individual with specialist police officers who can take action
- Successful promotion of Circles of Support in Hertfordshire
- The introduction of ViSOR at the Mount Prison as part of more effective information-sharing between partners
- Bespoke training around MAPPA successfully delivered
- Raising the profile of MAPPA with statutory partners and duty of care agencies
- Improved response to serious case reviews of MAPPA-managed offenders.

Key objectives 2011/12

- Increase the range of resources available to offender managers to make the management of MAPPA-related cases more effective
- Increase capacity of Circles of Support in Hertfordshire from two projects to six
- Encourage wider contribution of all agencies at MAPPA level 2 and level 3
- Develop a forensic psychologist service to support MAPPA assessment and risk- management
- Develop further training packages for those partners involved in supporting MAPPA
- Improve services around young MAPPA offenders.

Case Study: MAPPA level 2

Mr X (aged 26) committed a number of familial indecent assault against three victims over a three year period, all under the age of 13 at the start of the offences. Mr X, who protested his innocence throughout and was found guilty after trial, was 17

when the abuse started and this was reflected in the relatively short sentence of two years' imprisonment. He later partially accepted some responsibility while in prison but did very little direct work in respect of his offending behaviour.

Mr X was referred to MAPPA level 2 to plan for release and to ensure all agencies involved in the case had the appropriate information.

Prior to referral the probation supervising officer had visited the address of a family member offered by Mr X as a release address. All seemed in order and the address was initially considered suitable. However, through consultation with other agencies at the MAPPA level 2 meeting, the supervising officer learned she had been misled by the relative in respect to the occupancy and regular access to the address. The relative failed to disclose that her daughter visited regularly and frequently left her own children in the relative's care. Permission for Mr X to reside there was withdrawn.

The agencies represented at the MAPPA meeting, including Probation, Police, Children Schools & Families, Victims Unit, Housing and Job Centre Plus, re-evaluated the risk of placing Mr X with any of his relatives, as there appeared to be deliberate attempts by them to withhold information and collude with him by minimising any risk he may pose to children.

With release now imminent the MAPPA process ensured that the key agencies worked together to provide appropriate short term accommodation in line with the risk management plan.

On release, Mr X had conditions on his licence restricting his contact with children, including the type of employment he could seek. This included two children of his own.

In conclusion Mr X was managed in temporary accommodation for a short time before longer term accommodation was secured via local authority housing. Mr X is nearing the end of his licence and is now managed at MAPPA level 1, with regular home visits by Police and Probation plus ongoing involvement from Children Schools and Families. Jobcentre Plus is working to find Mr X a job.

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