



Hertfordshire Area
Multi-Agency Public Protection Arrangements
Annual Report 2009-10

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Abbreviations Checklist

CEOP	Child Exploitation and Online Protection Centre
MAPPA	Multi-Agency Public Protection Arrangements
MARAC	Multi-Agency Risk Assessment Conference (domestic violence)
RSO	Registered Sex Offender
SMB	Strategic Management Board (MAPPA)
SOPO	Sexual Offences Prevention Order
ViSOR	Violent and Sexual Offenders Register

Partners in MAPPA

MAPPA's membership comprises statutory agencies as well as partners drawn from other dedicated services in the public sector

Statutory Agencies:

Hertfordshire Constabulary, Hertfordshire Probation Trust, HM Prison Service

MAPPA Manager – Sue Tassell, Hertfordshire Probation Trust

Lay Advisors

Tony Keen
Guy Leaser

Additional Agencies

Children, Schools & Families, Hertfordshire County Council

Adult Care Services, Hertfordshire County Council

Hertfordshire Youth Justice

Hertfordshire Partnership NHS Foundation Trust

Hertfordshire Safeguarding Children Board

Local district councils

Local housing associations

Serco

Job Centre Plus

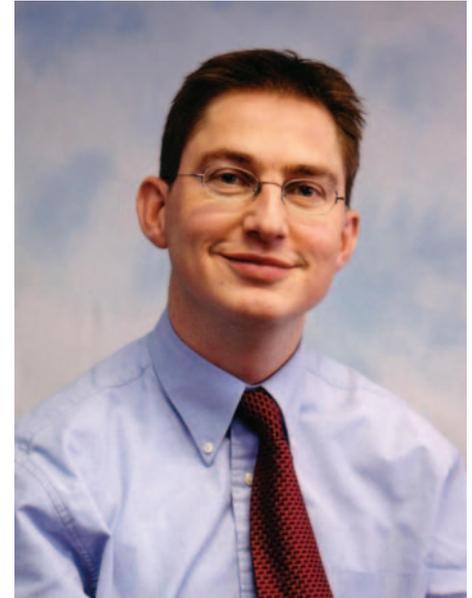




Tessa Webb, Chief Executive,
Hertfordshire Probation Trust



Frank Whiteley, Chief Constable,
Hertfordshire Constabulary



Damian Evans, Governor,
HMP The Mount

Foreword

In what has been a year of consolidation and improved partnership working, this Annual Report (2009-2010) reflects on the successes, achievements and aspirations surrounding the Multi-Agency Public Protection Arrangements (MAPPA) in Hertfordshire.

Although the county continues to have one of the lowest numbers of registered and high risk offenders in the country, professionals from a range of agencies continue to dedicate considerable resources to safeguarding the public with effective offender monitoring and management procedures.

MAPPA members are drawn from specialist departments within the Health Service, Hertfordshire Probation, the Prison Service, housing services, the County Council and Hertfordshire Constabulary and meet regularly to scrutinise the management of high risk and sex offenders in the county, sharing good practice and operational information.

To this end Hertfordshire MAPPA has formed sub-committees which explore different areas of activity in a drive to identify and promote effective joint working opportunities and support communication and training. Recently MAPPA members took part in a day-long training exercise which saw participants working fast-time to respond to an offender management emergency scenario. It was the first session of its kind ever to be staged in the county and feedback has been extremely positive.

As well as the Training Group there is an Executive Group which looks in detail at how individuals in Hertfordshire are managed and supported to ensure arrangements are effective. The Audit and Performance Group examines individual cases not only to assess whether day-to-day

management arrangements are working but also to support operational staff as they continue to perform in this challenging and demanding environment.

The Communications Group looks for opportunities to showcase the work of MAPPA to partners and to the public of Hertfordshire, who naturally are concerned about how offenders are managed in the community. The Board continues to recognise that the public is one of the most important partners in the public protection system. It remains vital that our communities have the confidence to report concerns they have and understand that partners are working effectively together for their safety.

Support to the MAPPA Board has been enhanced this year with attendance from key partners, such as Mental Health and Hertfordshire County Council's Children, Schools & Families. Fundamentally the success of MAPPA comes from the effective relationships professionals have developed with the offenders themselves, who, having paid their debt to society, return to the community to rehabilitate and re-build their lives. The risk they pose is reduced if housing, work and support services are available.

Positive public protection initiatives such as Circles of Support, which is featured elsewhere within this report, illustrate how effective joint working between the statutory and voluntary sector can prevent repeat offending and make our communities safe places in which to live and work.

Members of MAPPA are ambitious about the future as they strive on behalf of the public to ensure Hertfordshire remains a safe place, and they hope this Annual Report provides some useful insights into its work and priorities.

1. MAPPA framework

What is MAPPA?

- > MAPPA is a set of arrangements to manage the risk posed by certain sexual and violent offenders. It brings together the Police, Probation and Prison Services in Hertfordshire into what is known as the MAPPA Responsible Authority.
- > A number of other agencies are under a duty to co-operate with the Responsible Authority. These include: Children's Services, Adult Social Services, Health Trusts and Authorities, Youth Offending Teams, local housing authorities and certain registered social landlords, Jobcentre Plus, and electronic monitoring providers.
- > The purposes of MAPPA are:
 - ♦ to ensure more comprehensive risk assessments are completed, taking advantage of co-ordinated information sharing across the agencies; and
 - ♦ to direct the available resources to best protect the public from serious harm.

How do the MAPPA work?

Offenders eligible for MAPPA are identified and information is gathered/shared about them across relevant agencies. The nature and level of the risk of harm they pose is assessed and a risk management plan is implemented to protect the public.

In most cases, the offender will be managed under the ordinary arrangements applied by the agency or agencies with supervisory responsibility. A number of offenders, though, require active multi-agency management and their risk management plans will be formulated and monitored via MAPP meetings attended by various agencies.

Who are the MAPPA offenders?

There are three categories of offender eligible for MAPPA:

- > Registered sexual offenders (Category 1) - sexual offenders who are required to notify the police of their name, address and other personal details and notify any changes subsequently;
- > Violent offenders (Category 2) - offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. This category also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children; and
- > Other Dangerous Offenders (Category 3) - offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm, there is a link between the offending and the risk posed, and they require active multi-agency management.

How are they managed?

There are three levels of management which are based upon the level of multi-agency co-operation required to implement the risk management plan effectively. Offenders will be moved up and down levels as appropriate:

Level 1 - Ordinary Management These offenders are subject to the usual management arrangements applied by whichever agency is supervising them. But this does not rule out information sharing between agencies, via ViSOR and other routes.

Level 2 - Active Multi-agency Management The risk management plans for these offenders require the active involvement of several agencies via regular multi-agency public protection (MAPP) meetings.

Level 3 - Active Multi-agency Management As with level 2 but these cases additionally require the involvement of senior officers to authorise the use of special resources, such as police surveillance or specialised accommodation, and/or to provide ongoing senior management oversight.

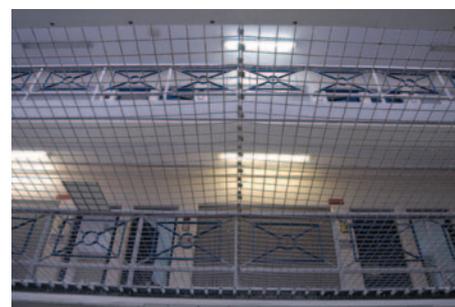
What is the role of the Strategic Management Board

- > Senior representatives of each of the agencies involved in MAPPA form a strategic management board (SMB) which meets at least quarterly to monitor the arrangements and direct any necessary improvements.

What do the Lay Advisors do?

- > The responsible authority is required to appoint two lay advisors to sit on the SMB. The lay advisors 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 or have strong links.

ViSOR is a database holding details of sexual and violent offenders, and other dangerous persons. The three MAPPA Responsible Authority agencies - police, prison and probation - are able to work on the same IT system enabling the sharing of risk assessments and risk management information on individual violent and sex offenders in a timely way to reduce re-offending.



2. How MAPPA operates locally

Our work to improve MAPPA operations

With a continued focus on improvement, MAPPA in Hertfordshire is structured to provide resilience and effective partnership working. Its members are drawn from key agencies who work to a memorandum of understanding which links together both 'Responsible Authorities' and 'Duty to Co-operate Bodies' setting out the way they should operate.

The forming of key strategic sub-committees (Executive Group, Training, Communication, Audit and Performance Monitoring) to support the operational arm of MAPPA has led to the harnessing of good practice and the tightening of processes.

Day to day management of MAPPA is led by the Probation Trust, which has an expert in place to deal with issues as they emerge. The MAPPA team monitors offenders and organises the meeting and associated responsibilities that support the management at level one, two and three.

Operational practitioners attend partnership meetings with the authority and support of their agency to make the required decisions. For instance the Constabulary will have

specialist officers instead of senior managers attending partnership meetings. These specialists operate with the full authority of the Constabulary and are empowered to make the decisions they, as experts, feel are necessary.

MAPPA has a training plan to ensure there is a shared perspective on risk of harm. It also gives an induction for new members and provides update on new requirements.

How MAPPA links with other local public protection structures

In Hertfordshire public protection is monitored and delivered through a number of partnership arrangements, the principle ones being the Hertfordshire Safeguarding Children Board, the Mentally Disordered Offender Strategic Group, the Domestic Violence Strategic Group and MAPPA.

Each of these partnership arrangements deals with the dangers posed to the public by various types of offender. All of the statutory agencies are represented on these boards and their day to day work is supported by a number of other agencies. For instance, the Safeguarding Children Board is supported and advised by head teachers while the MAPPA is supported and advised by housing providers.

Lay Advisors' report

Like the 41 other MAPPAs in England & Wales the Hertfordshire Strategic Management Board includes two Lay Advisors appointed from residents in the MAPPA area through open competition.

Lay Advisors are responsible for taking an independent overview of the work of the MAPPA and the contribution to MAPPA of the various member organisations. Where necessary the Lay Advisors challenge the work or the organisation of their MAPPA and work with senior managers to identify improvement.

In Hertfordshire Tony Keen and Guy Leeser have continued as Lay Advisors throughout 2009/10.

As Lay Advisors for Hertfordshire MAPPA we have sat on sub-committees and observed a range of the various levels of MAPPA meetings so that we can judge how effectively the MAPPA arrangements are working.

We think that the MAPPA arrangements are working well in Hertfordshire. During the year an SMB Executive Board

was established. It physically meets between Strategic Management Board meetings and remains in electronic contact at other times. The three main Responsible Agencies, the MAPPA Manager and a Lay Advisor sit on the Executive Board and the purpose is to progress day-to-day issues and receive reports back from SMB sub-committees. This has enabled Strategic Management Board meetings to become much more effective and more strategically focused.

We welcome Hertfordshire MAPPA's determination for continuous performance-improvement and share the Strategic Management Board's commitment to ensuring full effectiveness through all members working together. In 2010/11 our particular focus will be on ensuring that MAPPA remains effective against the background of tight budget constraints and on addressing accommodation issues for MAPP offenders when they are released from prison.

Tony Keen & Guy Leeser
Lay Advisors



About Guy

Guy's background is in the public sector. His early career was in scientific research but for the last 25 years Guy has been a civil servant. For the past nine years as a member of the senior civil service Guy has mainly worked on tax policy but

now shares his time between that and management. He has lived in Hertfordshire since 1970 and applied for the advertised post as a MAPPA Lay Advisor because he was looking for a way to make a social contribution.



About Tony

Tony's background is in the commercial sector. Over 25 years he set up and grew a research agency, developing it into a market leader within its sector. He relocated this business from London to Hertfordshire in 1989, having resided in this county since 1977. When he sold his business a few years ago, Tony looked for opportunities to contribute his business skills and experience to local Hertfordshire

community issues. Tony is a non-Executive Director of Quantum Care, the leading Hertfordshire not-for-profit care home company and Hightown Praetorian & Churches Housing Association. He was appointed MAPPA Lay Advisor in 2006. Tony is a qualified football referee and regularly officiates at both adult and youth matches.

Report from Director of Offender Management

MAPPA lies at the heart of what the National Offender Management Service (NOMS) does, and during 2009-10 as a region we focused on four key areas.

These were: promoting and giving priority to safeguarding children; implementing the recommendations from the external investigation into the case of Dano Sonnex; further developing the victim focus of MAPPA work where necessary; achieving greater prison involvement in MAPPA work.

I took an active interest in the developments of MAPPA, and I very much welcomed the

continued commitment of MAPPA Strategic Management Boards (SMBs) to ensure effective information exchange and joint risk management of cases where the risk of serious further offending was high. I also value the work of the regional public protection group chaired by Probation.

Given the new economic and political climate, local multi-agency collaboration makes more sense than ever before. I shall do all I can to ensure the relevant agencies are empowered to play a full part in MAPPA, and I will be looking for models of good practice in this endeavour locally.

My regional focus for the coming year will be to: develop the capacity to conduct independent and effective serious case reviews; assist all MAPPA partners in learning lessons; continue to embed ViSOR into routine probation and prison operations; work to ensure the MAPPA processes continue to facilitate the commitment of the necessary expertise and resources across all agencies.

Trevor Williams
Director of Offender Management, East of England

Circles of Support

ISOLATED sex offenders re-integrating back into the community have been given a life-line in Hertfordshire, thanks to a pioneering initiative backed by MAPPA partners.

Circles East sees trained volunteers supporting offenders by helping them to talk about their feelings, raise their self-esteem and give them a stake in their community so they no longer want to re-offend.

Participants involved in the project have convictions for child-abuse-related offences which make them yet further removed from mainstream society.

Two schemes are now running in Hertfordshire, one in St Albans and one in Hitchin and managed by East of England's Circles of Support and Accountability Project, a Supporting Others through Volunteer Action (SOVA) Project working in partnership with Hertfordshire Probation Trust.

The project involves the offender – called the 'core member' - being supported by volunteers from all walks of life as they re-adjust back

into the community after release from prison. The Hitchin Circle, for instance, comprises a retired nurse, a mature student, a psychology student, a former car factory worker and a part-time care worker.

Annabel Francis works for SOVA and manages Circles East. She said: "Circles is not a soft option. If an offender is displaying worrying behaviours swift action can and will be taken. Our focus is child protection."

Each Circle runs formally for a year and involves the volunteers meeting regularly with the core member to discuss specific issues linked to their 'release from prison plans'. Core members are assessed by the Project Manager to ensure they are suitable to be part of a Circle and do not pose a risk of harm to volunteers. In turn volunteers are trained, supported and supervised by appropriate professionals.

The relationship which develops between offenders and volunteers can last for years, and offenders have changed their lives beyond recognition.

The progress of the Circles is closely monitored by the Project Manager, a qualified probation officer working in partnership with Hertfordshire Probation Trust and Hertfordshire Police. The two Circles in Hertfordshire form part of a wider regional programme that aims to have six in place by March 2011.

Circles East is a member of Circles UK, the national organisation tasked by the Ministry of Justice to ensure consistency of services across the eleven projects now in place.

To find out more please contact Annabel Francis Project Manager, email: afrancis@sova.org.uk.



Illustration shot of a meeting provided by Circles UK.

Key Achievements 2009/2010

- > Success in supporting the development of the multi-agency Hertfordshire Adult Offender Accommodation project which, as it rolls out, will improve housing opportunities for offenders
- > Strengthened the governance and effectiveness of MAPPA SMB, including improved attendance rate of partners
- > Development of MAPPA processes in Hertfordshire to support the PREVENT agenda and increased understanding among relevant participants around risks
- > Improved links between the development of MARACs and MAPPA processes
- > Improved use and deployment of ViSOR across the responsible authority agencies
- > Successful delivery of MAPPA training programme including a one-day operational exercise



Key Objectives 2010/2011

- > Further raise the profile of MAPPA with statutory partners and duty of care agencies
- > Develop links between MAPPA and Mental Health Services
- > Further improve the management of Level 1 cases
- > Continue to develop the performance management for MAPPA
- > Improve management response to serious case reviews and incidents related to MAPPA-managed offenders
- > Support and promote Circles of Support in Hertfordshire

Case study – Young MAPPA

A young man of 17 years of age, with a relatively long history of offences, was referred to Young MAPPA just prior to his release from detention.

His offences included multiple arson and domestic burglary. He was also suspected of being present at the scene of further very serious offences committed by associates.

Following a comprehensive information exchange between agencies, it was established that he had been assessed as having ADHD, gave little or no thought as to the consequences of his actions and was extremely vulnerable to the influences of his peer group.

Additional information revealed that he was being manipulated and controlled in his offending behaviour by a group of older youths who were instructing him to undertake actions which he would not necessarily have considered.

The conclusion was that not only did he pose risks to the public from his behaviour but that he himself was at risk from the controlling and criminal behaviour of this group of older youths he had been associating with and from whom he appeared unable to separate.

As a result when he was released on licence to the Youth Offending Team, his conditions included an exclusion zone from his hometown unless in company with his parents.

Through joint agency working at Young MAPPA a plan was coordinated to assist him in finding independent accommodation and to develop his social and life skills. He was totally co-operative with professionals when removed from the influence of his peers and has not reoffended since release. He has recently acquired a place for himself on a Prince's Trust course.

MAPPA Statistical Information 2009/10

Number of MAPPA eligible offenders at 31 March 2010

	Level 1	Level 2	Level 3	TOTAL
Category 1: Registered Sexual Offenders	481	5	0	486
Category 2: Violent offenders	125	3	0	128
Category 3: Other Dangerous Offenders	-	5	0	5

Enforcement for offenders managed via MAPP meetings

Returned to custody for breach of licence:

> Level 2	9
> Level 3	1
> Total	10

Sent to custody for breach of Sexual Offences Prevention Order (SOPO):

> Level 2	1
> Level 3	0
> Total	1

Further data on Registered Sexual Offenders

Registered Sexual Offenders in:

> BCU 1 East	193
> BCU 2 Central	139
> BCU 3 West	154

Total number of registered sexual offenders in Hertfordshire per 100,000 head of population

> 50.67

This figure has been calculated using the Mid-Year Population Estimate Published by the Office of National Statistics on 24 June 2010, excluding those aged less than ten years of age. It is not directly comparable to figures published in previous years.

Registered Sexual Offenders cautioned or convicted for breach of notification requirements

> 14

Sexual Offences Prevention Orders (SOPOs):

> Applied for	2
> Interim Order issued	0
> Full Order issued	2

Notification Orders:

> Applied for	0
> Interim Order issued	0
> Full Order issued	0

Foreign Travel Orders

> Applied for	0
> Interim Order issued	0
> Full Order issued	0

Explanation/Commentary

The totals of MAPPA eligible offenders, broken down by category, reflects the picture on 31 March 2010, (i.e. a snapshot). The rest of the data covers the period 1 April 2009 and 31 March 2010.

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 and/or currently pose a risk of serious harm, although the majority (98% this year) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

Registered Sexual Offenders (RSOs) - those who are required to notify the police of their name, address and other personal details and notify any changes subsequently. Failure to comply with the notification requirements is a criminal offence which carries a maximum penalty of 5 years' imprisonment.

Violent Offenders - this category includes violent offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. It also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.

Other 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.

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.

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.

Notification Order - requires sexual offenders who have been convicted overseas to register with police, in order to protect the public in the UK from the risks that they pose. Police may apply to the court for the order in relation to offenders in or intending to come to the UK.

Foreign Travel Orders - prevent offenders with convictions for sexual offences against children from traveling abroad where it is necessary to do so to protect children from the risk of sexual harm.