

Hertfordshire

2013 - 2014



Annual Report



Foreword

In what has been another productive year, this Annual Report (2013-2014) reflects on the priorities, and records the progress and achievements of partners who support 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 public safety which is 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. The case studies featured within this annual report highlight good practice in this area.

MAPPA in Hertfordshire is supported by dedicated professionals representing a number of key agencies including the Health Service, Hertfordshire County Council, Hertfordshire Constabulary, local authorities and the Hertfordshire Probation Trust which, during the year has prepared for the major transformation to form the new Bedfordshire, Northamptonshire, Cambridgeshire and Hertfordshire Community Rehabilitation Company (BeNCH CRC) and further information is provided on page 7. Support to MAPPA related work will remain with the Ministry of Justice which has considerable national and local experience in this area of work.

The formal running of MAPPA is achieved through the Strategic Management Board which has been in place since 2001 and

meets regularly to identify and explore better ways of working and identify areas which need focused attention.

MAPPA also meets in a variety of formats and levels as explained later in this report to deliver key functions which includes 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 Management 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 who work to provide an infrastructure of 'support' around offenders.

The MAPPA Strategic Management Board also recognises that the most important partner in the public protection system is members of the public themselves. It is vital that our communities have confidence to report any concerns they have. The Sex Offender Disclosure Scheme was launched three years ago and gives members of the public the right to ask specific questions about individuals living in their community. Details can be found on Hertfordshire Constabulary's website www.herts.police.uk

Managing risk is not an exact science, and therefore it is important that the public understands that risk can never be eliminated – however those involved in MAPPA are continually seeking to innovate in the use of control and prevention techniques to improve

safety. 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



Tessa Webb
CEO Hertfordshire Probation Trust/ BeNCH CRC

Andy Bliss



Andy Bliss
Chief Constable of Hertfordshire

SBradford



Steven Bradford
Governor, HMP The Mount

Strategic overview from Chair of MAPPA Board

By the time this annual report is published in October 2014, in line with all other MAPPA Reports across the country, seven months will have elapsed since the end of the 2013/14 year. The year 2013/14 can possibly be described as being both “business as usual” with some significant developments around structure and how services are delivered.

MAPPA has become well established and embedded practice amongst partner agencies within Hertfordshire and we have seen that excellent work continue in the last year.

As has been the case in recent years the biggest problem facing probation, police and other partners has been the safe accommodation of sex offenders and serious violent offenders back into the community once they have served their prison sentence.

Changes to housing benefit rules and the competition for property in the private rented sector make identifying suitable accommodation for offenders, who often have restrictions as to where they can reside, very difficult. However, even this on-going issue for MAPPA is in some ways unremarkable.

The significant change of 2013/14 has been the complete restructure of the probation service across England and Wales. By the time this report is published Hertfordshire Probation Trust will no longer exist and the offenders it manages will have been divided between the new National Probation Service, which will hold all MAPPA and other high risk cases, with all other cases being overseen by a local Community Rehabilitation Company [CRC], which will eventually be contracted out to the private and voluntary sector. Hertfordshire is now within the Bedfordshire, Northampton, Cambridgeshire and Hertfordshire CRC (BeNCH CRC).

Anyone who has been involved in significant

organisational redesign will know it can be an unsettling time for staff but despite that the first indications are that the impact on MAPPA has been minimal. On a positive note the change to a new National Probation Service has meant Hertfordshire has instantly had better access to some specialist accommodation provision like Approved Premises across the South East. The transfer of complex cases between areas also appears to be becoming less problematic and the very fact that all probation managed MAPPA cases will be held within a national service is likely to bring further opportunities to develop and improve MAPPA structures in 2014/15.

Our wider use of telephone conferencing in the last year has helped maintain high levels of attendance and participation by all partners at Level 2 and 3 meetings and I think this will only increase in the coming year.

Finally, a huge thank-you to DCI Julie Wheatley, who leaves her role in the police public protection unit in the summer of 2014 to move to her new post at North Herts. Her contribution to MAPPA will be sorely missed.



Steve Johnson-Proctor
Chair of MAPPA Board

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 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. 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 2014				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	625	180	0	805
Level 2	3	5	0	8
Level 3	0	0	0	0
Total	628	185	0	813

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	33	32	20	85
Level 3	4	3	2	9
Total	37	35	22	94

RSOs cautioned or convicted for breach of notification requirements	27
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Restrictive orders for Category 1 offenders	
SOPOs, NOs & FTOs imposed by the courts	
SOPOs	79
NOs	0
FTOs	0

MAPPA Statistics

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	3	3	1	7
Level 3	2	0	1	3
Total	5	3	2	10
Breach of SOPO				
Level 2	1	0	0	1
Level 3	0	0	0	0
Total	1	0	0	1

Explanation commentary on statistical tables

MAPPA background

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 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 five 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.

MAPPA in Hertfordshire

Lay Advisors representing the Public

The public is represented on the MAPPA Strategic Management Board by two lay members. These 'Lay Advisors' ensure that a wider community perspective is considered when discussions are held and decisions made at the highest level. This is their report on the year 2013-14.

This year has seen a change to the Lay Advisors. Having served as a Lay Adviser since 2006, Tony Keen reached the maximum term allowed and has been replaced, through an open recruitment process, by Slava Budin-Jones. Guy Leeser continues in his role as the other Lay Adviser.

Lay Advisors Report

This year the Lay Advisors have observed MAPPA in Hertfordshire by attending a range of MAPPA meetings. This ensures we have experience of seeing MAPPA at the working level and enables us to contribute to discussions with senior managers from the MAPPA agencies that shape how MAPPA is run in Hertfordshire.

The Lay Adviser role includes providing a viewpoint that is different from the professionals including feedback about how we see MAPPA working. Our input is through our membership of the Hertfordshire MAPPA Strategic Management Board, which meets quarterly, and by attending its Executive and Performance & Audit sub-groups.

In our view MAPPA works effectively in Hertfordshire through meetings that bring together the professionals working in the agencies that manage risk. These agencies identify and manage the risks by sharing information and agreeing a joint approach. This process is only possible through the management, coordination and support work of MAPPA Manager Morris Johnson and his team.

Once again we have comments on two particular areas. We remain concerned about the financial pressures on MAPPA agencies and we have new concerns about fundamental changes in the Probation Service.

In 2013/14 we continued to see the impact of budget cuts and financial limits on MAPPA agencies. The serious public safety issues managed through the MAPPA arrangements mean that the MAPPA agencies must continue to prioritise resources to support their commitment to it.

From our point of view as Lay Advisors the MAPPA agencies seemed to be managing to strike a balance between their financial constraints and providing adequate support to MAPPA. For its part MAPPA has made efficiency improvements, for example by increasing its use of secure telephone conferencing for case conferences to minimise the time professionals spend travelling to MAPPA meetings.

We have also previously expressed concern that relevant professionals attend case conferences and they are fully prepared and this remains an area where agencies must remain focused.

Plans have been developed in 2013/14 for fundamental changes in the Probation Service under 'Transforming Rehabilitation'. These national changes pose particular challenges because they entail the creation of a new organisation that will deliver probation arrangements which will manage MAPPA cases in Hertfordshire. Organisations going through significant change need clear leadership and direction if they are not to be temporarily distracted from delivering their primary objectives. However, we are optimistic that the move to delivering probation services across a wider geographical area, that includes Hertfordshire MAPPA, will lead to improved access to suitable accommodation which we have previously voiced concern about.

Finally, we would like to thank Tony Keen for the significant work he put in to shaping the Lay Adviser role in Hertfordshire and the contribution he made to ensuring that the county is a safe place to live and work.

**Slava Budin-Jones & Guy Leeser
Lay Advisors**



Slava Budin-Jones's background is in the private sector having worked for the same large global company for the last 36 years. She started her career in scientific research, but for the last 30 years has worked in various IT roles. Slava has lived in Hertfordshire since 1982, originating originally from London. She was appointed MAPPA Lay Adviser in 2013. Previous to this role Slava was a school governor for almost 20 years and wanted to continue to contribute to the local community in some other way.



Guy Leeser has a background in the public sector. His early career was in scientific research, but for the last 29 years Guy has been a civil servant. Guy currently works as a senior tax administrator, following postings on tax policy and management. He has lived in Hertfordshire since 1970 and applied for the advertised post of MAPPA Lay Adviser because he was looking for a way to make a social contribution.

Child Sex Offender Disclosure Scheme

MAPPA Strategic Board recognises that the public is an important partner in public protection and is therefore fully behind the Child Sex Offender Disclosure Scheme, which is managed by Hertfordshire Constabulary.

Under the scheme, concerned members of the public can ask the police Community Safety Unit whether a named individual has a record of child sexual offences.

Subject to certain criteria, the police may disclose this information to the person best able to protect the child.

The scheme embodies some of the principles of 'Sarah's Law', following the successful campaign by Sara Payne (the mother of Sarah Payne who was murdered by a known sex-offender in July 2000).

The scheme has been running in Hertfordshire since January 2011, following pilot schemes across the country, and during 2013 there were 29 applications and three disclosures. This compares to 35 applications in 2012 which led to eight disclosures.

In cases where the police have sole responsibility for managing the offender, they will make the decision alone; where an individual is managed jointly by the multi-agency MAPPA Team, the team will meet to discuss and then make a recommendation to the police as to whether or not the information requested should be disclosed.

The police have 45 days after receiving an application to make a decision on disclosure. Where a child is at risk and in need of protection from harm, the police take immediate action, and this will take priority over disclosure.

Further details about the scheme can be found at Herts Police website www.herts.police.uk

Case Studies

Case Study one

'PS' is a Cat 1 MAPPA high risk registered sex offender with a 2013 conviction for indecent images of children. He was sentenced to three months imprisonment which was suspended for 24 months, required to attend a programme for 35 days and was also given a Sexual Offences Prevention Order (SOPO) for five years.

He has a previous conviction for indecent assault on a young boy in 2003 and a long history of intelligence connecting him to rapes and sexual offences against vulnerable teenagers.

He was discussed at MAPPA Level 2 and a decision was made for some covert police tactics to be employed. Other actions included a referral to a forensic psychologist to undertake an assessment and Probation to carry out pre-Sex Offender Treatment Programme coursework.

There were concerns that 'PS' had a mobile phone that he was using without declaring it to police and therefore breaching one of his SOPO conditions and that he was not being honest about his movements and contacts. There were overall concerns that his risks presented a challenge to agencies.

Covert police tactics showed that he was in possession of a smartphone but when he was visited by PPU and asked routinely if he had a phone, he always denied that he did. He was then seen to be using Facebook in the library.

A decision was made for him to be stop checked in the street and searched for the phone. This took place and he was arrested

for breach of SOPO. He was found to be using a fake Facebook profile on his phone, similar to his previous offending and the phone was found to contain indecent images of children.

PS was charged, remanded back into custody and pleaded guilty to the SOPO offences. He now faces further charges in relation to the possession of indecent images of children and inciting a person under 18 to engage in child pornography.

Case study Two

Intelligence was received that a Registered Sex Offender 'O' managed by the Public Protection Unit was having contact with his wife and 18 month year old child. This was a breach of a Restraining Order, his SOPO and in contravention of a decision of the Family Court who decided he presented a risk to the child.

Following liaison with the Child Abuse Investigation Unit, the decision was taken to arrest the wife on suspicion of child cruelty and safeguard the child using a Police Protection Order. Children's Services were informed of this decision and made arrangements for foster-parents to attend the home address and take the child into care.

Despite being under investigation for Child Cruelty, the female had continued to seek custody of the child. The Investigating Officer worked tirelessly with Children's Services to ensure there was a full exchange of information.

Children's Services provided the Investigating Officer with details of concerns regarding the child's behaviour and ailments that are likely

to be the result of neglect and inappropriate exposure to sexual activity. Witness statements were obtained and this evidence supported the case for Child Cruelty. The female was charged and bailed to Court.

During a routine post-arrest search of the female's home address, the poor state of cleanliness and openly displayed sex toys were noted and subsequently reported to the Social Worker. An examination of mobile phones established that she had taken drugs in the presence of the child and that the couple were engaged in group sex sessions which involved arrangements made over the internet for unidentified males to attend the address while the child was present.

The Investigating Officer provided regular updates and evidence to Children's Services in preparation of their custody/adoption case. Through effective joint working this child was safeguarded and the offenders brought to justice.

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www.justice.gov.uk

