

Hertfordshire 2014 - 2015



Annual Report



Intro

There is no doubt that the year 2014/15 has seen some significant changes in the management of MAPPA cases in Hertfordshire and across England and Wales. The restructuring of Probation Services in June 2014 has meant that all MAPPA cases now sit with the new National Probation Service. Whilst this has provided challenges as the new organisation gets on its feet the opportunities in time for closer working across borders and with partner agencies are clear.

I'd like to thank all our partner agencies who have contributed to MAPPA and Young MAPPA over the last year. We all know that providing staff and managers for regular meetings is increasingly difficult but through good use of teleconferencing, participation by the right organisations and right individuals has enabled some really successful partnership work to take place.

As required the MAPPA Annual Report contains the usual statistics relating to the management of serious sexual and violent offenders in Hertfordshire in 2014/15. The case studies we have decided to look at this year focus on our growing use of polygraph testing, more commonly known as the "lie detector".

Polygraph testing is highly complex and requires disciplined and skilled application. Specially trained Police and Probation officers have been using the technique in Hertfordshire for some time now. Testing delivered by Probation can be a mandatory requirement for convicted sex offenders once they are released from prison but the police have also been using it on a voluntary basis to help support assessments of risk for both convicted and unconvicted individuals. A presentation to the MAPPA Strategic Management Board showed how polygraph testing has become a very powerful tool in our risk management tool box.

This is just another example of Hertfordshire partner agencies working together to use new technology in the management of offenders and builds on previous examples like our piloting of GPS tags some years back.

The safe accommodation of serious offenders in our communities continues to be our most significant challenge but discussions with our District councils who are MAPPA "Duty to Cooperate" agencies and have the duty to house have been progressing constructively.

Finally, a huge thank-you to Guy Leaser, who left his role as MAPPA Lay advisor towards the end of 2014/15. Guy had been in post for many years and his advice together with the vast experience he brought with him from the Civil Service will be greatly missed.



Steve Johnson-Proctor
Chair of the MAPPA Board



Andy Bliss
Chief Constable of Hertfordshire



Steven Bradford
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.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2015				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	640	159	-	799
Level 2	5	2	1	8
Level 3	1	2	1	4
Total	646	163	2	811

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	46	43	18	107
Level 3	4	2	1	7
Total	50	45	19	114

RSOs cautioned or convicted for breach of notification requirements	25
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Restrictive orders for Category 1 offenders	
SOPOs, NOs & FTOs imposed by the courts	
SOPOs	87
NOs	0
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
Breach of licence				
Level 2	6	6	0	12
Level 3	1	0	0	1
Total	7	6	0	13
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	64
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This figure has been calculated using the Mid-2014 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics on 25 June 2015, 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 2015 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2014 to 31 March 2015.

(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 (98% 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.

(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 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

Achievements 2014-15

ViSOR is being used to inform MAPPA risk management practice. More staff have been security vetted and trained. ViSOR can now be accessed more readily from OM desktop.

Practice in Herts has been reviewed in light of National Thematic Inspection of Youth Sexual Offending to represent a more seamless transition taking into account and considering implications for youth transitions to adulthood.

More robust systems are now in place to assist with the flow of information needed in the transition of young people to adult probation management.

Regional representation are now provided from prison, police and probation to manage TACT terrorist offenders at MAPPA. Crime by terrorist offenders and child exploitation cases are picked up at the earliest stages and allocated to specialist trained officers.

All MAPPA offenders are screened in to the Personality Disorder (PD) Project where specialist staff can advise and assist with the delivery of risk assessment and management in the community.

MAPPA panels are making more use of polygraph testing licence condition for robust risk management of offenders in the community.

Objectives 2015-16

MAPPA is working to develop a Protocol fit for purpose between housing providers and all MAPPA partners to support the accommodation of MAPPA offenders within Herts

To review and update Local MAPPA Information Sharing Agreements to support a more progressive risk assessment and management using ARMS

Develop written guidance for Herts MAPPA Discretionary Partnership Review process to make sure lessons are learnt from successes as well as failures.

To review relationship between MAPPA and Children's and Adult's Safeguarding and Domestic Abuse Boards in Hertfordshire and implement a more dynamic risk tool to be used by all.

To improve Lay Advisor involvement in MAPPA in Herts. To further the good work being done by the different view point that Lay Advisors bring to multi agency work.

Ensure that MAPPA fully engages with the new Active Risk Management System for sex offenders (ARMS).

Polygraph Testing

Hertfordshire Constabulary has been using polygraph testing since August 2014. To date 108 tests have been completed; 76 post-conviction and 28 pre-conviction.

All polygraphs are voluntary and their purpose is to assess the risk of pre conviction and post-conviction sex offenders.

Polygraphs are offered to everyone managed by the Public Protection Unit (excluding those who have a mandatory license condition to take a polygraph). They are also offered to persons who have been arrested on suspicion of downloading Indecent Images of Children.

The examination consists of a risk assessment interview followed by the polygraph test. If the examinee shows responses to the questions then the reasons for this are explored in a further interview.

A benefit of the polygraph is that subjects often make disclosures either before or after the test that can affect their risk assessments. In some cases this may result in the disclosure of further offences but can also include concerning behaviours, worrying fantasies or other intelligence.

If there are no further disclosures and the subject shown no concerning responses during the test then in many cases the Offender Manager has decided to reduce risk level in conjunction with an assessment.

Case Study:

A high risk MAPPA offender who had been convicted of rape and had previous for sexual assault, burglary and theft, had been issued with stringent license conditions and a Sexual Offences Prevention Order (SOPO) having been released on parole after serving a lengthy sentence. Part of his condition was to make himself available for polygraph testing.

After a period at an approved probation hostel the man secured privately rented accommodation and reported to his probation officer and police offender manager as instructed and for all intending purposes he was cooperating and responding to supervision in the community.

However information came to light which was of enough concern for him to be requested to report for polygraph testing. He failed the test and was in breach of his licence condition and his SOPO. When confronted further and accepted that he was in breach and had been since he left the probation hostel. He was recalled to prison.

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 2014-15.

This year has seen a change to the Lay Advisors. Having served as a Lay Adviser since 2008, due to work commitments Guy Leeser decided to stand down in January 2015. An open recruitment process will commence shortly to recruit a new Lay Adviser. Slava Budin-Jones continues in her role as Lay Adviser.

This year the Lay Advisors have observed MAPPA in Hertfordshire by attending a range of MAPPA meetings. Additionally Slava attended the NOMS Lay Advisors 2015 Seminar in March which provided an opportunity to network with other Lay Advisors in the UK and to share best practice and lessons learned whilst also learning about developments in MAPPA policy and practice. This ensures we have experience of understanding and seeing MAPPA at the national and 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 across the agencies. Between them they manage any risk by identifying them, sharing information and agreeing their joint approach to it. This process is only possible through the coordination and support work of MAPPA Manager Morris Johnson and his small team.

The fundamental changes in the Probation Service under 'Transforming Rehabilitation' is still in progress but we have not to date seen any issues arise from the changes and we are optimistic that the professionals will continue to provide a robust service.

As in previous years we continue to be concerned about the financial pressures on MAPPA agencies and also the ability to secure suitable accommodation for MAPPA managed cases.

We continue 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. Continued use of secure telephone conferencing for case conferences to minimise the time professionals spend travelling to MAPPA meetings has improved attendance and reduced cost. We have previously been concerned to ensure that relevant professionals attend case conferences and are fully prepared for them and this has improved but remains an area where agencies must remain vigilant.

Hertfordshire lacks approved premises to accommodate MAPPA cases leading to a reliance on neighbouring areas for this facility. Alternative options are being investigated and along with this and the continuous support of the current providers we are hopeful that we can continue to manage this risk appropriately.

Finally, we would like to thank Guy Leeser for the 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

Lay Advisor



MAPPA'S membership comprises statutory agencies and partners drawn from other dedicated services in the public sector

Statutory Agencies

Hertfordshire Constabulary
NPS Hertfordshire
HM Prison Service

Additional Agencies

Childrens Services
Hertfordshire County Council
Health and Community Services, Hertfordshire County Council
Hertfordshire Youth Justice
Hertfordshire Partnership NHS Foundation Trust (Mental Health)
Safeguarding Board
Local Housing Authorities
Serco
Jobcentre Plus
Home Office Immigration & Enforcement (HOIE)

MAPPA Chairman

Steve Johnson-Proctor, NPS Hertfordshire

MAPPA Manager

Morris Johnson, NPS Hertfordshire

Lay Advisers

Slava Budin-Jones
Vacancy

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