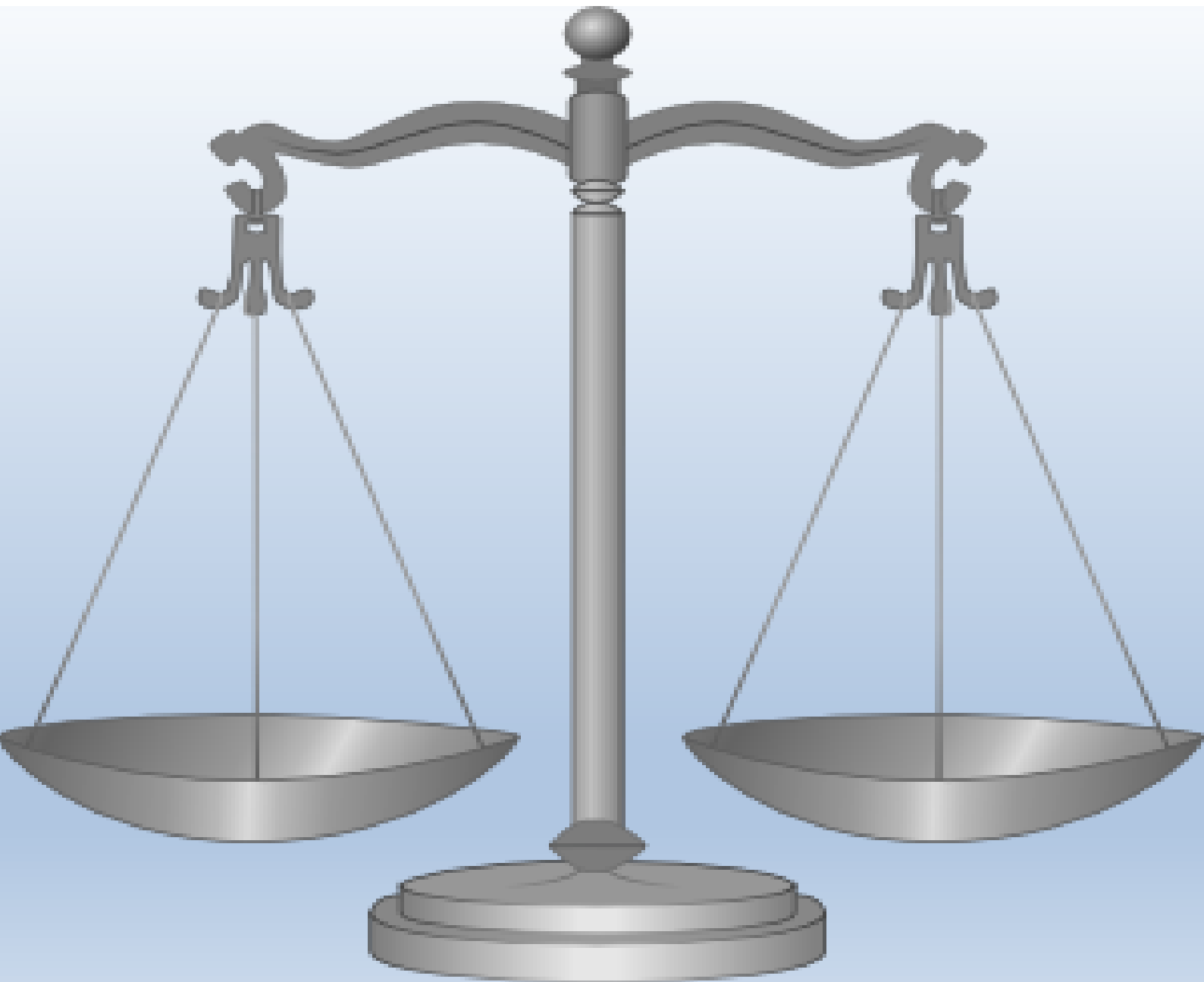




HERTFORDSHIRE



Annual Report 2017-18

Introduction

Hertfordshire MAPPA is overseen by the MAPPA Strategic Board made up of senior managers from all the agencies involved in working with dangerous offenders in the county.

This is my second year as the MAPPA Strategic Management Board Chair for Hertfordshire and I am delighted to report on the work we have done over the last year and the future initiatives we have planned.

Meeting the needs of victims remains an integral part of the strategic planning for the Responsible Authorities within MAPPA: HM Prison and Probation Service and the Police. Hertfordshire is fortunate to host Susan Pleasants, a highly experienced Victim Liaison Service Manager whose responsibilities reach beyond our borders to also include oversight of statutory victim services for Cambridgeshire, Northamptonshire and Bedfordshire.

Supporting the interests of victims' remains at the fore-front of our service delivery model. Susan and her team ensure victims of serious crime are contacted at key points in an offender's sentence to share their views in supporting the safe management of the case.

We welcome the contribution of organisations who have a 'duty to co-operate' under the umbrella of MAPPA: Health teams and Commissioners, Children's Services, YOS, Safeguarding Teams and Housing Authorities. Under these arrangements the statutory services work closely together to identify, risk assess and manage violent and sexual offenders.

Our Youth Offender Services (YOS) partners continue to deliver Youth MAPPA, which was highly regarded in a recent HMIP inspection. Hertfordshire YOS achieved an 'Outstanding' rating for the assessment and supervision of children and young people in Hertfordshire and we are delighted for them and their well-deserved success.

This year we have committed to train all Offender Management administrators in the use of VISOR, the Dangerous Persons Database used as a management tool by Police, Probation and Prisons.

The expansion of NPS staff with data entry rights will provide a robust platform on which to record and share vital information on MAPPA eligible cases.

We are further working with the police in their assignment of all MAPPA offenders to a police Offender Manager, providing clear lines of communication between the responsible authorities.

The new programme for medium and high-risk sex offenders, Horizon and iHorizon, is now delivered in Hertfordshire, enabling participants to strengthen strategies to desist from causing harm.

Polygraph testing supports the work of Police and Probation and proves extremely useful in encouraging those required to take the test to be open with both professionals and themselves.

Circles East, co-ordinated from Hertfordshire NPS and delivered across the East England Region to neighbouring NPS teams continues to thrive. This intervention provides a community based 'circle' of volunteers helping high risk and socially challenged sex offenders to safely integrate into their community.

We have successfully delivered MAPP Foundation and Orientation training which we make available to all agencies who participate in MAPP.

We have also worked with our Lay advisors and partners to undertake audits of Hertfordshire's MAPP activity to ensure we continually improve our service. I would like to express my thanks to Melanie Welford -Carroll, a former Lay-advisor who has now moved on to another authority area and our remaining Lay-advisor Slava Budin-Jones who continues to provide support and contributes to our local MAPP arrangements.

Work with our local prisons will come into sharp focus looking forward as we prepare for the roll out of the new Offender Management Model in custody during 2019.

As always public protection remains our highest priority and we continue to work in full collaboration with our criminal justice and local partners to protect our communities from harm.



Neeve Bishop
SMB Chair



Charlie Hall QPM
Chief Constable, Hertfordshire Constabulary



Steve Leggett
Governor HMP The Mount

What is MAPPA?

MAPPA background

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.

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.

A number of other agencies are under a Duty to Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Services, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.

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 DTC agencies.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA offenders who 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 between agencies to inform the risk assessments and risk management plans of those managing or supervising them.

That is as far as MAPPA extend in the majority of cases, but some cases require structured multi-agency management. 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** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; 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 levels of management to ensure that resources are focused where they are most needed; generally those involving the higher risks of serious harm.

- **Level 1** involves ordinary agency management (i.e. managed by the lead agency with no formal MAPPA meetings);
- **Level 2** is where the active involvement of more than one agency is required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level.

MAPPA are supported by ViSOR. This is a national IT system to assist in the management of offenders who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when high risk offenders move, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system for the first time, improving the quality and timeliness of risk assessments and interventions to prevent offending.

All MAPPA reports from England and Wales are published online at: www.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2018				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	757	270	-	1036
Level 2	2	2	0	4
Level 3	0	0	0	0
Total	759	281	0	1040

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	24	21	10	55
Level 3	0	1	0	1
Total	24	22	10	56

RSOs cautioned or convicted for breach of notification requirements	28
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RSOs who have had their life time notification revoked on application	3
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	100
SHPO with foreign travel restriction	0
NOs	0

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	0
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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	2	4	3	6
Level 3	0	0	0	0
Total	2	4	0	6
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	74
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This figure has been calculated using the Mid-2017 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, 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 2018 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2017 to 31 March 2018.

(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 MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

(b) Registered Sexual Offenders (RSOs) – those who are required to notify the police of their name, address and other personal details and to notify of any subsequent changes (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence that 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 MAPPA 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 Harm Prevention Order (SHPO) (including any additional foreign travel restriction). Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders. They are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. It requires the offender to notify their details to the police (as set out in Part 2 of the 2003 Act) for the duration of the order.

The court must be satisfied that an order is necessary to protect the public (or any particular members of the public) in the UK, or children or vulnerable adults (or any particular children or vulnerable adults) abroad, from sexual harm from the offender. In the case of an order made on a free standing application by a chief officer or the National Crime Agency (NCA), the chief officer/NCA must be able to show that the offender has acted in such a way since their conviction as to make the order necessary.

The minimum duration for a full order is five years. The lower age limit is 10, which is the age of criminal responsibility, but where the defendant is under the age of 18 an application for an order should only be considered exceptionally.

(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) Sexual Risk Order (including any additional foreign travel restriction)

The Sexual Risk Order (SRO) replaced the Risk of Sexual Harm Order (RoSHO) and may be made in relation to a person without a conviction for a sexual or

violent offence (or any other offence), but who poses a risk of sexual harm.

The SRO may be made at the magistrates' court on application by the police or NCA where an individual has done an act of a sexual nature and the court is satisfied that the person poses a risk of harm to the public in the UK or children or vulnerable adults overseas.

A SRO may prohibit the person from doing anything described in it, including travel overseas. Any prohibition must be necessary to protect the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

An individual subject to an SRO is required to notify the police of their name and home address within three days of the order being made and also to notify any changes to this information within three days.

A SRO can last for a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed).

The criminal standard of proof continues to apply. The person concerned is able to appeal against the making of the order and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

A breach of a SRO is a criminal offence punishable by a maximum of five years' imprisonment. Where an individual breaches their SRO, they will become subject to full notification requirements.

Individuals made subject of a SRO are now recorded on VISOR as a Potentially Dangerous Person (PDP).

(i) Lifetime notification requirements revoked on application

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place that allows qualifying sex offenders to apply for a review of their notification requirements.

Individuals subject to indefinite notification will only become eligible to seek a review once they have been subject to indefinite notification requirements for a period of at least 15 years for adults and 8 years for juveniles. This applies from 1 September 2012 for adult offenders.

On 21 April 2010, in the case of *R (on the application of F and Angus Aubrey Thompson) v Secretary of State for the Home Department [2010] UKSC 17*, the Supreme Court upheld an earlier decision of the Court of Appeal and made a declaration of incompatibility under s. 4 of the Human Rights Act 1998 in respect of notification requirements for an indefinite period under section 82 of the Sexual Offences Act 2003.

This has been remedied by virtue of the Sexual Offences Act 2003 (Remedial) Order 2012 which has introduced the opportunity for offenders subject to indefinite notification to seek a review; this was enacted on 30th July 2012.

Persons will not come off the register automatically. Qualifying offenders will be required to submit an application to the police seeking a review of their indefinite notification requirements. This will only be once they have completed a minimum period of time subject to the notification requirements (15 years from the point of first notification following release from custody for the index offence for adults and 8 years for juveniles).

Those who continue to pose a significant risk will remain on the register for life, if necessary. In the event that an offender is subject to a Sexual Offences Prevention Order (SOPO)/Sexual Harm Prevention Order (SHPO) the order must be discharged under section 108 of the Sexual Offences Act 2003 prior to an application for a review of their indefinite notification requirements.

Local page

Lay Advisors

The public is represented on the MAPPA Strategic Management Board by two lay members. These 'lay advisers' 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 2017 – 18.

This year has seen a change to the Lay Advisors. Having served as a Lay Adviser since 2016, Melanie Welford Carroll moved out of the area in June 2018 and so had to stand down as a Hertfordshire Lay Advisor. We'd like to thank her for her commitment and insights whilst in the role and wish her all the best for the future. Slava Budin-Jones continues in her role as Lay Adviser. An open recruitment process will commence shortly to recruit a new Lay Adviser.

Slava and Melanie have observed MAPPA in Hertfordshire by attending a range of MAPPA meetings throughout the year. Additionally, they contributed to audits and the analysis of MAPPA meeting performance.

These activities ensured that they had experience of understanding and seeing MAPPA at the national and working level and enables Lay Advisors 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. This input is provided through membership of the Hertfordshire MAPPA Strategic Management Board, which meets quarterly, and by attending its Executive and Performance & Audit sub-groups.

We believe MAPPA works effectively in Hertfordshire through the 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 co-ordination and hard work of MAPPA manager Morris Johnson and his small team.

Hertfordshire still continues to lack approved premises to accommodate MAPPA cases leading to a reliance on neighbouring areas for this facility.

Various options continue to be investigated and along with this and the on-going support of the current providers we are hopeful that we can continue to manage this risk appropriately.



Lay Advisors: Melanie Welford Carroll (left) and Slava Budin-Jones

MAPPA Achievements 2017-18

We have put in place MAPPA Quality Assurance framework to focus on enhancing the quality of MAPPA delivery.

Improve information sharing with all DTC agencies by updating ISA document and evidencing regular review of all MAPPA eligible cases.

The use of ViSOR has increased in both Prison and Probation along with the quality of information. With the introduction of a more rigorous level 1 management process, Hertfordshire is now one of the fore runners in delivering on this national objective to enter all category 2 level 1 offenders onto ViSOR.

We are now fully compliant with good practice recommendation from previous MAPPA inspection, in having police representation at all MAPPA level 2/3 panel for Category 2 MAPPA offender.

A DI/DS from the 10 CSP in Herts attends the panel and thereafter assign a police OM to carry out MAPPA actions.

The most challenging of all objectives has been that of developing accommodation opportunities to support MAPPA offenders in Hertfordshire.

We can claim some success on moving this objective forward by gaining the agreement of all 10 Housing authority in Herts to work on this issue. However total success is some way off but we are all committed to resolving this issue.

With the changing face of delivering services to protect the public, the MAPPA team has been kept very busy this year keeping up with demands for training.

However we have delivered MAPPA Foundation and Orientation training for all participating agencies and some specialist groups such as newly qualified probation and social work staff.

The team has also delivered specific training for ViSOR usage and case management. This is along with a programme of ongoing refresher for staff on both MAPPA and ViSOR.

Develop programme to disseminate MAPPA guidance update and changes to DTC quarterly

MAPPA Objectives for 2018-19

To further improve the use of ViSOR in HMPPS by rolling out the new national business plan in full.

Develop strategies to publicize the work of MAPPA with other strategic management boards in Herts

Establish a multi agency audit/QA task group to continue the rigorous examination and improvement of MAPPA in Herts.

Complete the work already started of developing suitable accommodation opportunities to support MAPPA offenders in Hertfordshire.

To deliver on the national plan to have all MAPPA nominals registered on ViSOR by the end of this financial year.

Deliver on the national police/probation memorandum of understanding to assign a responsible police OM for all category 2 level 1 and for regular intelligence update to be fed back to the lead agency.

MAPPA Membership

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:

Children's 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

UK Border Agency

MAPPA Chair:

Neeve Bishop, NPS Hertfordshire

MAPPA Manager:

Morris Johnson, NPS Hertfordshire

Lay Advisers:

Slava Budin-Jones

Melanie Welford-Carroll

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