

**Area name here**

# Hertfordshire



# Annual Report

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# Introduction

As Chair of the Hertfordshire MAPPA Strategic Management Board (SMB), I am pleased to introduce the Multi Agency Public Protection Arrangements (MAPPA) Annual Report 2022-2023.

This year has seen significant changes of personnel within the SMB and in supporting roles and I wish to thank colleagues old and new for maintaining an excellent standard of strategic and operational delivery throughout. Despite financial constraints and staffing pressures experienced by agencies, the allocation of resources and commitment to MAPPA has been prioritised and maintained.

I am very appreciative of the work undertaken by Board members, including our Lay Advisors: Michelle Witham and Nicholas Moss, for their motivation in ensuring MAPPA practice is promoted and implemented. Our Lay Advisors have been instrumental in supporting the work of the Board and forging links with relevant partnerships including the Hertfordshire Criminal Justice Board. I am also particularly pleased that MAPPA and the SMB is now a recognised member of the County Community Safety Unit in Hertfordshire, the platform responsible for overseeing the delivery of the Serious Violence Duty. Whilst MAPPA management cannot totally eradicate the risks posed by violent and sexual offenders, the strengthening of working relationships between agencies in Hertfordshire will ensure that all possible measures are undertaken to keep our communities safe.

The SMB will continue to oversee local public protection arrangements, scrutinising key performance indicators and ensuring all agencies work together to strive for continued improvement.

I wish to acknowledge the excellent work undertaken by my predecessors in their former role of SMB Chair: DCI Sophia Adams and ACC Matthew Nicholls. A special word of thanks and appreciation to Ms Anna Beckett, former MAPPA Co-ordinator and a warm welcome to Hannah Mentern, Anna’s replacement.

**Neeve Bishop**

**Head of Hertfordshire Probation Service**

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| --- | --- | --- | --- |
| Neeve Bishop  Head of Hertfordshire Probation Delivery Unit | Charlie Hall QPM  Chief Constable, Hertfordshire Constabulary | Jenna Telfer  Assistant Chief Constable  Hertfordshire Constabulary | John Gormley  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 individuals who have committed the most serious sexual, violent and terrorist offences (MAPPA-eligible individuals) 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, Department for Work and Pensions and Local Housing and Education Authorities.

Local Strategic Management Boards (SMB) comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA within their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA SMB.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA-eligible individuals 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 individuals 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 more senior oversight and structured multi-agency management. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.

There are 4 categories of MAPPA-eligible individual:

* **Category 1** –subject to sex offender notification requirements;
* **Category 2** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order;
* **Category 3** – individuals who do not qualify under Categories 1, 2 or 4 but whose offences pose a risk of serious harm.
* **Category 4** – terrorism convicted and terrorism risk individuals

There are three levels of management to ensure that resources are focused where they are most needed; generally those presenting the higher risks of serious harm.

* **Level 1** is where the individual is managed by the lead agency with information exchange and **multi-agency support** as required but without formal MAPPA meetings;
* **Level 2** is where formal MAPPA meetings are required to manage the individual.
* **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level at MAPPA meetings.

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

MAPPA and Terrorism

The government published an Independent Review of the MAPPA used to Supervise Terrorism and Terrorism-risk individuals on 2 September 2020 and published its response on 9 December. Both documents are available at <https://www.gov.uk/government/publications/multi-agency-public-protection-arrangements-review>. The report made a number of recommendations, the majority of which have been implemented, including via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Act 2022. The Secretary of State has also revised the statutory MAPPA Guidance on terrorism offenders.

The Probation Service, via its National Security Division, has created a specialist dedicated and highly skilled workforce, which provides an enhanced level of management and intervention for the most high-risk, complex and high-profile individuals in the community. This includes the management of terrorist connected and terrorist risk offenders. The NSD and Counter-Terrorism Policing work closely with local SMBs to ensure the robust management of terrorism cases. Data on Category 4 individuals is not included in this report due to data protection issues related to low numbers. This data will be aggregated and published nationally.

All MAPPA reports from England and Wales are published online at: [www.gov.uk](http://www.gov.uk).

# MAPPA Statistics

MAPPA-eligible individuals on 31 March 2023

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | Category 1: Subject to sex offender notification requirements | Category 2: Violent offenders | Category 3: Other dangerous offenders | Total |
| Level 1 | 810 | 218 | - | 1028 |
| Level 2 | 6 | 1 | 0 | 7 |
| Level 3 | 0 | 1 | 0 | 1 |
| Total | 816 | 220 | 0 | 1036 |

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | Category 1: Subject to sex offender notification requirements | Category 2: Violent offenders | Category 3: Other dangerous offenders | Total |
| Level 2 | 22 | 25 | 22 | 69 |
| Level 3 | 2 | 0 | 1 | 3 |
| Total | 24 | 25 | 23 | 72 |

|  |  |
| --- | --- |
| Category 1 cautioned or convicted for breach of notification requirements | 53 |

|  |  |
| --- | --- |
| Category 1 who have had their lifetime notification revoked on application | 8 |

Restrictive orders for Category 1 offenders

|  |  |
| --- | --- |
| Sexual Harm Prevention Order (SHPO) | 86 |
| SHPO with foreign travel restriction | 0 |
| Notification Order | 0 |

|  |  |
| --- | --- |
| Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO) | 0 |

Level 2 and 3 individuals returned to custody

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| Returned to custody for breach of licence | Category 1: Subject to notification requirements | Category 2: Violent offenders | Category 3: Other dangerous offenders | Total |
| Level 2 | 4 | 0 | 2 | 6 |
| Level 3 | 0 | 0 | 1 | 1 |
| Total | 4 | 0 | 3 | 7 |

|  |  |
| --- | --- |
| Breach of SHPO | Total |
| Level 2 | 0 |
| Level 3 | 0 |
| Total | 0 |

|  |  |
| --- | --- |
| Total number of individuals subject to sex offender notification requirements per 100,000 population | 77 |

This figure has been calculated using the mid-2021 estimated resident population, published by the Office for National Statistics (ONS) on 21 December 2022, excluding those aged less than ten years of age.

Consistent with previous publications, this figure should be based on mid-2022 estimated resident population; however, the ONS has changed its publication schedule such that the mid-2022 estimates will be published later this year. As such, the current figure may differ from the corresponding figure based on the mid-2022 estimates.

# Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible individuals, broken down by category, reflect the picture on 31 March 2023 (i.e., they are a snapshot). The rest of the data covers the period 1 April 2022 to 31 March 2023.

(a) MAPPA-eligible individuals – there are individuals defined in law as eligible for MAPPA management because they have committed specified sexual, violent or terrorist offences or they currently pose a risk of serious harm. The majority are managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible individuals living in the community. They do not include those in prison or detained under the Mental Health Act.

(b) Subject to Sex Offender Notification Requirements – 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.”) These individuals are assessed and managed by the police. They may also be managed by probation or health services if they are subject to licence or a hospital order. Failure to comply with the notification requirement is a criminal offence that carries a maximum penalty of 5 years’ imprisonment.

(c) Violent Offenders – individuals convicted of violent offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order and a small number of individuals convicted of sexual offences who are not subject to notification requirements. These individuals are assessed and managed by the Probation Service, Youth Offending Team or Mental Health Services.

(d) Other Dangerous Offenders – individuals who do not qualify under the other MAPPA-eligible categories but have committed an offence that indicates that they pose a risk of serious harm which requires management via MAPPA meetings. These individuals are assessed and managed by whichever agency has the primary responsibility for them.

(e) Terrorism and Terrorism Risk Offenders – individuals subject to terrorism offender notification requirements; individuals convicted of terrorism or terrorism related offences who were sentenced to imprisonment or detention for 12 months or more or detained under a hospital order; and those who have committed an offence and may be at risk of involvement in terrorism-related activity. These individuals are assessed and managed by Counter-Terrorism Police and the National Security Division of the Probation Service.

(f) Breach of Licence – individuals released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If the individual does not comply with these conditions, the Probation Service will take breach action and the individual may be recalled to prison.

(g) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction).Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders are intended to protect the public from individuals convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions and/or positive obligations on their behaviour. They require the individual 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 on the balance of probability 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 individual. In the case of an order made on a free-standing application by a Chief Officer, the National Crime Agency (NCA), British Transport Police (BTP) or the Ministry of Defence Police (MODP), the chief officer/NCA/BTP/MODP must be able to show that the individual has acted in a way since their conviction that makes 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.

(h) Notification Order – this requires individuals convicted of qualifying sexual offences overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police in England and Wales may issue a notification order directly to an offender who is already in the UK or who is intending to come to the UK who has to notify within three days of receipt. Individuals have a right of appeal against notification.

(i) 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, NCA, BTP or MODP where an individual has committed 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.

An SRO may prohibit the person from doing anything described in it, including travel overseas, or place positive obligations upon them. Any prohibition and/or obligation 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.

An 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 an 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 an SRO are recorded on VISOR as a Potentially Dangerous Person (PDP).

(j) Lifetime notification requirements revoked on application – A legal challenge in 2010 and a corresponding legislative response means there is a mechanism in place that allows qualifying individuals to apply for a review of their notification requirements. Qualifying individuals may submit an application to the police to review their indefinite notification requirements. The police review the application and decide whether to revoke the notification requirements. This decision is made at the rank of Superintendent. Those who continue to pose a significant risk will remain subject to notification requirements for life, if necessary.

Individuals 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.

# Local page

MAPPA Achievements 2022–23 (2022-24 plan)

Hertfordshire MAPPA’s aim is to ensure Quality Assurance throughout the MAPPA nominals MAPPA journey. This begins with screening referrals and triage, but crucially continues through our meeting delivery and attendance. The MAPPA journey takes place with an overarching question in mind among all our responsible agencies – is MAPPA in Hertfordshire effective? Moving forward, Hertfordshire MAPPA auditing will be conducted by a dedicated auditing team from the Police department to regularly attend meetings and access VISOR and N-Delius information to make this process more robust. A quarter of our meetings are audited by this process with a written report to SMB. Hertfordshire MAPPA have two proactive Lay Advisors who provide crucial feedback, highlight good practice and areas for improvement. This information is brought to SMB and acts to further our means of auditing delivery in accordance with MAPPA guidance.

There continues to be significant progress in the management and review of MAPPA Level 1 cases across agencies in Hertfordshire. Most MAPPA eligible nominals are managed by the Probation Service and Police. The Probation Service have an established review process in place, while the Police continue to streamline their existing process. All Police and Probation cases are reviewed regularly as per national guidance, or as requested by SMB. Concentration has been given to these two services to demonstrate compliance with national good practice guidelines. During this period, focus has been given to setting up similar review processes for Mental Health NHS, the private sector of Mental Health, and with Young Offender Services (YOS). Mental health cases, both NHS and private sector, are considered on a quarterly basis by a pre-arranged panel. YOS cases are considered bi-monthly along with cases transitioning to adult services and any significant changes to risk.

A MAPPA Referral process has been implemented and is supported by attendance from MAPPA agencies. The process allows for assessment, review, and triage in a collaborative manner. MAPPA training has been provided predominately to Police, Mental Health, and the Probation Service to promote understanding of the purpose and mechanisms underpinning MAPPA, while increasing clarity for when and how a referral is made.

Our continued aim is to improve the use of VISOR across Hertfordshire Probation Service. This progression has been slower than desired due to various contributing factors. Progress is by and large tied to the National Business Plan and the vetting and training of staff. Movement of experienced trained ViSOR staff from the Hertfordshire cohort has dented our aspirations to achieve business as usual for ViSOR usage. Despite these challenges, targets have been achieved to maintain the number of business-critical staff and deliver refresher training to existing staff members. Consequently, all four Probation centres in Herts have a trained lead officer. Lead partnership agencies have access to ViSOR trained staff to update and disseminate information.

Hertfordshire MAPPA have a strong sense of collaboration amongst the Responsible Agencies and have shown a commitment to continue to deliver service and embed progress. The aspirations for Hertfordshire MAPPA during the business cycle of 2022-24 is to continue to push the boundaries for improving the following key areas –

**VISOR -** Continue to improve the use of ViSOR and consider ways to be more inclusive with DTC.

**MAPPA Referrals –** To streamline the triage process and encourage greater attendance and/or participation from agencies.

**MAPPA Level 1 Process –** To ensure all processes are monitored, reviewed, and audited to demonstrate the progress and identify any areas for development.

**MAPPA Meetings -** Improve the delivery, quality, and participation of MAPPA by Microsoft Teams.

**Equality and diversity -** Ensure issues feature in MAPPA panel delivery as business as usual.

**Auditing -** Widen the areas of auditing and quality control of MAPPA delivery.

**MAPPA Actions -** Monitor and improve agencies’ response to timely MAPPA panel actions.

**Domestic Abuse -** Managing domestic violence cases in a more joined-up approach with MARAC.

**Training and Networking –** Future ambition to provide further training on MAPPA and encourage future working together by hosting networking opportunities.

**Hannah Mentern**

**Hertfordshire MAPPA Coordinator / Chair**

**MAPPA Lay Advisor Annual Update**

I was appointed as a Lay Advisor for Hertfordshire MAPPA in October 2020. Since that time there have been several changes of individual members of the Strategic Management Board, including the Chair, as well as changes of the MAPPA Co-ordinator.

The MAPPA Co-ordinator role is central to the delivery and management of all responsibilities within the MAPPA framework and for shaping and driving forward change, development and improvements, with the support of SMB. Hertfordshire MAPPA had been supported for many years by Morris Johnson, a hugely experienced and respected leader, but who was taking on a new part-time role supporting the East of England region. After successful recruitment and appointment to the vacant MAPPA Co-ordinator position, Anna Beckett took up this post in September 2022 Anna brought to the role energy, clarity of thought and a drive to improve the quality of all things MAPPA and made an immediate impact in Hertfordshire. Unfortunately, due to a change in personal circumstances, Anna needed to move on from this position. We are very grateful to Anna for her contribution and wish her well in all her future endeavours.

A new MAPPA Co-ordinator, Hannah Mentern, was appointed in June 2023. Hannah is a very experienced senior practitioner with over 20 years’ experience working within the Probation service in Hertfordshire, and has a wealth of knowledge, insight and operational experience that she brings to the role, as well as a desire to improve quality and outcomes for offenders to better protect the public. We are very excited to have Hannah leading in this role.

As part of my role as Lay Advisor, I have attended numerous Level 2 and 3 MAPPA meetings, attended by various professionals, coming together to discuss and agree how risk will be managed to best protect the public, MAPPA`s fundamental role. I have come away from these meetings impressed by the skill and expertise of the probation staff in presenting salient information, weighting, and articulating risk and sharing their professional view as to how best to minimise and manage those risks.

I have however also come away from some meetings understanding the frustrations of professionals where the resource most appropriate to manage identified risk is simply not available, most often in relation to the lack of, or availability of, appropriate accommodation. This continues to be an area that SMB will need to retain its focus to identify and/or create opportunities to address these accommodation shortages, and the impact of these on the ability of MAPPA to undertake its role.

I very much look forward to another year working in and with Hertfordshire MAPPA and moving forward with the priorities SMB have identified for the year ahead.

**Michelle Witham**

**Lay Advisor, Hertfordshire MAPPA**

**MAPPA Lay Advisor Annual Update**

*What MAPPA does*

The MAPP arrangements have continued to be the state’s mechanism to meet its obligation to protect people from offenders - termed *nominals* - responsible for causing serious sexual, violent and, since April 2022, terrorist harm; and from any other offender who may cause serious harm to the public.

The arrangements, described more fully elsewhere in this report, have existed since 2000 and the number of nominals in Hertfordshire has continued to be small relative to the population. To that extent little has changed since my report last year and, as a citizen, I find that reassuring and worthy of restatement.

There are, though, two important qualifications. First, MAPPA is not an executive entity. It does not manage dangerous people itself. Its purpose is to enable state agencies and others with specific skills and resources to do so, via risk management plans.

Second, no matter how comprehensive a plan or how able and dedicated those responsible directly for operating it, there can be no guarantee that nominals will not cause further harm. MAPPA’s role, therefore, is to ensure maximum risk mitigation – not risk removal. Again, something that calls for restatement.

I was pleased, incidentally, to explain MAPPA’s function when I was invited to address Hertfordshire magistrates in June 2022. I think there is scope for further explanations to stakeholders about this niche but vital aspect of our criminal justice system.

*How MAPPA does it.*

Once offenders have been assessed through a rigorous process as being MAPPA-eligible, the practical work to manage them takes place through meetings where agencies’ representatives contribute and share relevant information. During 2022/23 I have attended numerous panel meetings contributing to more than 90 since my appointment in September 2021 and have found them to be focussed and constructive.

Each meeting considers detailed risk management plans based on nominals’ circumstances, focussing on mitigating the risks s/he poses to identified individuals - all too often the victims of egregious domestic abuse - and/or to the wider community. I have been impressed particularly by the skill of probation practitioners responsible for briefing panel members about the nominals under discussion.

However, in a number of instances I have felt that panels would have benefited from clear information about the status of any court proceedings against nominals, typically whether, or when, they might face fresh charges. To that end, I have suggested that direct engagement with the Crown Prosecution Service at meetings would be helpful. On (rare) occasions, the absence of a relevant person has hindered discussion.

Further, practitioners explain at panel meetings that much of agencies’ work with nominals involves their attending appointments for rehabilitation, such as tackling drug addiction. At times, I have felt there is scope for assessing what the individuals do for (large) parts of the day when they have no appointments and, apparently, no purposeful activity. I recognise that some nominals might be less motivated than others but I suggest that this is an area that merits further examination.

On a separate point, I have mentioned at SMB the importance of ensuring that completion, or not, of actions agreed at panel meetings is recorded fully in the minutes before their circulation. It has appeared not be the case always although I have detected recent improvement.

Turning to governance - the *responsible authority* comprising police, prisons and probation must, by law, establish MAPP arrangements - I have been pleased to note a beneficial change. A Strategic Management Board [SMB] oversees MAPPA but some of its functions had been handled by an executive committee. Over time it was unclear where the work of that committee ended and that of the SMB began.

A working group reviewed both bodies’ roles and in October 2022 SMB approved the creation of a performance management group [PMG] in succession to the executive committee. Now, the PMG, with terms of reference, has a defined role in assessing performance information and submitting it - with an analytical narrative - to SMB to enable that group to take policy decisions.

I note also that, as part of its function, the PMG has revised the MAPPA risk register to ensure that it identifies current risks and offers suitable mitigating measures. That revision has reflected the importance of assurance for SMB about the management of Level 1 nominals, who comprise mainly registered sex offenders.

*Some thank yous*

Finally, I noted in my previous report the departure of Morris Johnson after many successful years as Hertfordshire MAPPA coordinator. I wrote too soon: happily, Morris now has regional role and has continued to contribute to Hertfordshire business, pending retirement.

From September 2022 Anna Beckett, a senior probation officer, became his worthy successor until she stood down for personal reasons at the end of the year under review. Anna did an excellent job and I wish her well in her new role in Probation.

Hannah Mentern, also a senior probation officer, succeeded Anna as MAPPA coordinator in June 2003. Technically outside the reporting year but it is wholly appropriate that I note and commend her appointment. Hannah brings to MAPPA a wealth of experience in offender management and a keen commitment to ensuring that all agencies with a role in public protection meet fully their obligations and are held to account for them. I wish her well, too, in her new role.

I must also thank Neeve Bishop, head of Hertfordshire Probation and current chair of SMB and Charlotte Belham, head of Public Protection, East of England. In their respective roles they have been enormously supportive and encouraging as I have sought to fulfil the lay adviser brief. My thanks, too, to Chief Inspector Sophia Adams, who preceded Neeve Bishop as SMB chair, until shortly after the year under review, for her enthusiastic advocacy of MAPPA’s public protection purpose.

**Nicholas Moss OBE**

**MAPPA Lay Adviser**

**Hertfordshire**

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