

# MAPPA Statistical Information 2008/9

## Number of MAPPA eligible offenders at 31 March 2009

>	Registered Sexual Offenders	449
>	Violent Offenders	120
>	Other Dangerous Offenders	3
>	<b>Total</b>	<b>572</b>

## Offenders managed via MAPP meetings - Level 2

>	Registered Sexual Offenders	38
>	Violent Offenders	65
>	Other Dangerous Offenders	22
>	<b>Total</b>	<b>125</b>

## Offenders managed via MAPP meetings - Level 3

>	Registered Sexual Offenders	10
>	Violent Offenders	7
>	Other Dangerous Offenders	3
>	<b>Total</b>	<b>20</b>

## Enforcement for offenders managed via MAPP meetings

### Returned to custody for breach of licence

>	Level 2	8
>	Level 3	4
>	<b>Total</b>	<b>12</b>

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

>	Level 2	2
>	Level 3	0
>	<b>Total</b>	<b>2</b>

## Serious Further Offences involving offenders managed via MAPP meetings

### Charged with a serious further offence

>	Level 2	0
>	Level 3	0
>	<b>Total</b>	<b>0</b>

### Of those charged during the year (level 2 and 3 combined) plus those who remained charged with an SFO last year, i.e. at 31 March 2008:

>	Convicted of a serious further offence	0
>	Other outcome	0
>	Remain charged with serious further offence	0

## Further data on Registered Sexual Offenders

### Registered Sexual Offenders in:

>	BCU 1 – East Herts	177
>	BCU 2 – Central Herts	126
>	BCU 3 – West Herts	146

### Total number of registered sexual offenders in [Area] per 100,000 head of population

>		43
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### Registered Sexual Offenders cautioned or convicted for breach of notification requirements

>		13
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### Sexual Offences Prevention Orders

>	Applied for	28
>	Interim Order issued	1
>	Full Order issued	28

### Notification Orders

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

### Foreign Travel Orders

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

# Explanation/Commentary

The totals of MAPPA eligible offenders, broken down by category, reflect the picture on 31 March 2009, i.e. a snapshot. (This year has seen a sharp drop in the total number of Category 2 and 3 offenders reported. This is due mainly due to the difference in reporting method made to ensure a more accurate picture of the number of MAPPA eligible offenders living in the community at any one time. Last year's figure reflected the number of such offenders over the whole year rather than the snapshot given this year. The Category 1 figure has been a 31 March snapshot for some years. The rest of the data covers the period 1 April 2008 and 31 March 2009, in order to give an indication of activity and outcomes in relation to those offenders managed at MAPPA levels 2 and 3 over the whole year.)

MAPPA eligible offenders – there are a number of offenders defined in law as eligible for MAPPA management because they have committed specified sexual and violent offences and/or currently pose a risk of serious harm, although the majority are actually managed under ordinary agency (level 1) arrangements rather than via MAPP meetings.

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

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

Other Offenders – offenders who do not qualify under the other two MAPPA eligible categories but who currently pose a risk of serious harm which requires management via MAPP meetings.

Breach of licence – offenders released into the community following a period of imprisonment of 12 months or more will be subject to a licence with conditions (under probation supervision). If these conditions are not complied with, breach action will be taken and the offender may be recalled to prison.

Serious Further Offence (SFO) – serious sexual or violence offences listed in Probation Circular 22/2008. Other outcome means that the case has been dealt with by 31 March 2009 but that the offender was not convicted of an SFO; eg the offender was acquitted or the case was not proceeded with, or s/he was convicted of a lesser offence. The data may include offenders who remained charged with an SFO at 31 March 2008 and this is indicated, where this is so.

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. s/he breaches) the requirements of the order, he can be taken back to court and may be liable to up to five years' imprisonment.

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

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



Hertfordshire Area

Multi-Agency Public Protection Arrangements

Annual Report 2008-9

## Contents:

Foreword	Page 3
The MAPPA framework and public protection arrangements	Page 4/5
Police and Probation secondment pilot success	Page 5
Young people's MAPPA	Page 6
DOM Report	Page 6
Prison Service case study	Page 6
Key achievements and objectives	Page 7
Case studies	Page 7
Statistical information and explanation	Page 8

## Abbreviations Checklist

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

## The MAPPA Partners

Hertfordshire Probation Service	MAPPA Manager – Sue Tassell, Hertfordshire Probation Service
Hertfordshire Prison Service	
Hertfordshire Constabulary	Hertfordshire NHS Trust
Hertfordshire County Council – Children; Schools and Families; Adult Care Services	Victim Support Hertfordshire Hertfordshire Youth Justice Service
Hertfordshire Partnership NHS Foundation Trust	Serco



## Key Achievements 2008/2009

- > Creation of clear strategic links between the county's Criminal Justice Board, LSCB, Mentally Disordered Offenders Strategic Board, County Domestic Violence Group, Victim Support and Adult Care Services through MAPPA SMB
- > Efficient performance in managing Serious Further Offences reviews as part of regular business
- > The integration of the MAPPA business plan into 'responsible authorities' business plan to create a more consistent and efficient approach to MAPPA
- > The implementation of a MAPPA training plan which incorporates a shared perspective on risk, induction for new members and regular updates on new operational requirements
- > Increased shared working and information sharing between Police and Probation including short term secondment of Probation Officer to Hertfordshire Police
- > Access to suitable offender accommodation for MAPPA and MDO cases strengthened through ongoing work between key agencies and Supporting People, through the Hertfordshire Adult Offender Accommodation Project Board
- > Secondment of Probation Officer to support implementation of MDO panels and improve links between MAPPA and mental health services in Hertfordshire
- > Risk of Harm training programme sustained and supported by implementation of ViSOR and relevant supporting training

## Case study – constant monitoring

Multi-agency vigilance around a prolific sex-offender living in Hertfordshire has led to his return into custody for breaching a Sex-Offender Prevention Order which restricts his activities.

The offender, who is also a drug-abuser, targets vulnerable women with children. After he has groomed his victims he becomes aggressive and manipulative. But through close monitoring, agencies have been able to take action.

Prior to release the offender was discussed at MAPPA meetings to prepare a risk management plan to assist with his management in the community.

The plan included management by the Probation Service and monitoring by specialist Police officers to ensure compliance with his licence, the SOPO and other aspects of registration.

The offender, who since his release from prison has been regularly discussed at MAPPA meetings, was returned into custody after he was established to have breached his order.

The Police and Probation service together with other agencies worked to compile evidence in the case.

So far the offender has been returned into custody twice and now knows that he is under constant monitoring which is successfully curtailing his activities.

## Case study – work with an offender

A registerable sex offender who had previously offended against young boys and also been subject to recall to prison was again due for release.

The time he had spent in custody meant he would be released without supervision by the Probation Service but with police monitoring. He was discussed at Level 3 and a release plan was formulated including ongoing engagement with the Probation Service, subject to voluntary contract.

Police also applied for a Sexual Offences Prevention Order restricting his contact with potential future victims, whilst previous victims' families were kept informed.

Forensic mental health professionals worked with him, obtaining his agreement to take medication and related testing, compliance with this being linked to accommodation which was risk assessed in advance by police.

He was reassessed regularly by all agencies and disclosures were made to employers and relevant members of the public as part of his ongoing management.

Following a period of intensive work by agencies and the granting of the SOPO, he was reduced to Level 2 management. He has since been transferred to another area at Level 1, i.e. normal business, having successfully obtained steady work and related accommodation.

He will continue to be monitored by Police at this level due to his Registerable Sex Offender status.



## Key Objectives 2009/2010

- > To support and encourage the development of the multi-agency Hertfordshire Adult Offender Accommodation project board strategy to improve access to appropriate accommodation for offenders throughout the MAPPA process
- > To further strengthen the governance and effectiveness of MAPPA SMB including the attendance of case owners to meetings when appropriate
- > To develop the suite of interventions and support services for MAPPA individuals and their families
- > Develop Hertfordshire MAPPA processes to support the PREVENT agenda and increase understanding among relevant practitioners
- > Continue to improve the links between the development of MARACs and MAPPA processes
- > Continue to deploy and improve the utilisation of ViSOR across the responsible authority agencies

# Report from Director of Offender Management

I believe that MAPPA lies at the heart of what the National Offender Management Service (NOMS) does, delivering public protection, reducing re-offending and ensuring effective partnership-working.

The creation of the Director of Offender Management role in April 2009 is an important step in the development of NOMS and there are a number of priority areas that I would like to see taken forward or continued within MAPPA in our region.

These include recognising the valuable contribution of Children's Services to ensure that we promote and give priority to safeguarding children and that MAPPA processes link effectively with safeguarding children procedures.

Also I want to ensure that probation areas and prisons implement the recommendations from the external investigation into the case of Danno Sonnex involving the assessment and supervision of offenders and more effective risk-management.

I want to further develop the victim focus of MAPPA work where necessary, capitalising on the active involvement of victim liaison staff more actively in the MAPPA process and also to have greater prison involvement in MAPPA, particularly where offenders are held locally.

The whole public protection and MAPPA process has improved substantially since its inception. The new MAPPA guidance and the focus

on public protection and safeguarding within the new HM Inspectorate of Probation offender management inspections provide much improved direction and scrutiny.

Also the developments in joint working and in the reciprocal arrangements for serious case reviews are very welcome.

I would like to congratulate all those involved in the successful MAPPA work of the last year, but would urge that constant vigilance and focus on this critical area of work be maintained.

Trevor Williams, Director of Offender Management for the East of England



Tessa Webb, Chief Officer, Hertfordshire Probation



Frank Whiteley, Chief Constable, Hertfordshire Constabulary



Damian Evans, Governor, HMP The Mount

## Young people's MAPPA

Adapted specifically for the needs of young people, this MAPPA involves dynamic partnership-working between Youth Offending Teams, Children, Schools and Families, the Youth Justice Service, the Police and Probation services and provides an enhanced approach to the management of those young people who commit sexual or violently motivated offences.

It is a challenging operational environment which sees professionals working with families and the offenders themselves to alleviate risk and support young people as they rehabilitate back into our communities.

One example of how Young MAPPA

works features a 17-year-old youth who was due to attend Crown Court for sentencing in relation to serious sexual offences against young girls and was referred to the specialist Young MAPPA panel.

At this stage it had been intimated that he was likely to receive a custodial sentence.

Following discussions involving police, the Youth Offending Team, social workers and specialist services for young people he was referred for assessments, including one for mental health issues, where as a result very specific needs were identified.

A subsequent report to the court

resulted in him being transferred under section to a mental health unit, where he is in receipt of treatment under a three year programme tailored to his needs and offending history, which is intended to reduce his risk when eventually released.

Had he entered the custodial estate it was unlikely he would have had access to the specific programmes now available to him. At the end of the three years he will come under the Adult Learning Disability Team and they will be involved after his discharge, at which point he will again be considered by MAPPA for management in the community.

## Public protection pilot proves a success

When Probation Officer Ian Kinsey was seconded to the MAPPA Unit at Stevenage for six months, the benefits of joint working soon materialised.

The pilot was so successful that Ian still spends one day a week working with the team and describes the whole project as positive and valuable.

With six years' experience, Ian was chosen for the secondment after going through a rigorous selection process.

Ian explained: "The intention was to promote increased working between Police and Probation to improve the management of high-risk offenders so as to provide enhanced protection to the general public. Working as part of the same team enabled us to swap ideas, which enhanced the way we

worked together."

Ian's induction included visits to dedicated teams of police officers who respond to hate crime such as domestic violence, race hate and homophobic abuse, and a fully connected Probation Service computer was installed for Ian which gave him vital access to corporate systems and information.

Detective Sergeant Tom Smith, of the Public Protection Unit which supports MAPPA, said: "Ian's presence helped tremendously. Access to information held by Probation became much quicker and helped speed up our own response to dealing with public protection operations."

As part of his work Ian took part in joint

visits to registered sex-offenders both at home and in prison when they are coming up for release. Ian's access to information held by Probation on offenders proved invaluable in helping police officers conduct assessments of prisoners due for release. Information around MAPPA cases was also shared, which meant officers could conduct swifter risk-assessments and quickly identify any potential issues.

Assistant Chief Constable Chris Miller, who chairs the MAPPA Strategy Board, said: "This is the kind of area where MAPPA wants to expand. The benefits for the community in terms of safety are considerable but it also means offenders are getting enhanced support too as they rehabilitate back into society."

## Foreword

This seventh Annual Report (2008-2009) reflects on another successful year for the Multi-Agency Public Protection Arrangements (MAPPA) system in Hertfordshire.

The county continues to have one of the lowest levels of registered sex and high risk offenders in the country but nonetheless has dedicated considerable resources to ensuring there are robust monitoring and management procedures in place.

Consisting of professionals from specialist departments within the Health Service, Hertfordshire Probation and Prison Service, housing services, the County Council and Hertfordshire Constabulary, the MAPPA Strategic Board has been meeting regularly since its inception in 2001 to explore better ways of working together to keep the community safe from the risk posed by sexual and violent offenders. We also scrutinise performance and share good practice.

This year, as part of the enhanced joint working approach, a probation officer was seconded to the Constabulary's Public Protection Unit based at Stevenage. The experience was positive for all those involved and is showcased elsewhere on page 6.

Constantly mindful of the public's natural concerns around the management of offenders in our communities and with public safety as the main priority, the MAPPA Strategic Board challenges and explores processes and arrangements to mitigate the risk posed by individuals.

This is done through grassroots working and co-operation between the offenders and different agencies. It is important to recognise that offenders managed by MAPPA have paid their debt to society, usually by serving a prison sentence, and they return back into our communities to rehabilitate and re-build their lives. The risk they pose is significantly reduced

if housing, work and support services are made available and MAPPA works to ensure these lifelines are available for individuals.

It is also recognised that one of the most important partners in the public protection system are members of the public themselves. It is vital that our communities have confidence to report any concerns they have.

Looking ahead, MAPPA remains ambitious about the work it wants to do, which is featured in the 2009-2010 business plan.

Members of MAPPA remain committed to working effectively within tight budget constraints and will continue to explore more efficient ways of delivering services, which includes building on existing relationships with each other. The Board will also be focusing its attention on housing provision across the county to ensure that the right level of support and services are available as offenders rehabilitate into our communities.

Managing risk is not an exact science and, therefore, it is important for the public to understand that it can never be completely eliminated. However, those involved in MAPPA arrangements are continually seeking to innovate in the use of control and preventative techniques to mitigate public harm issues. We are also looking at closer working with criminal justice colleagues for more effective ways to manage offenders as they go through the justice process with early intervention and treatment plans.

Members of MAPPA are never complacent and will continue to work tirelessly on the public's behalf so Hertfordshire remains a safe place in which to live and work.

# 1. MAPPA Framework

## What is MAPPA?

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

## How do the MAPPA work?

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

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

## Who are the MAPPA offenders?

There are three categories of offender eligible for MAPPA:

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

## How are they managed?

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

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

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

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

## What is the role of the Strategic Management Board?

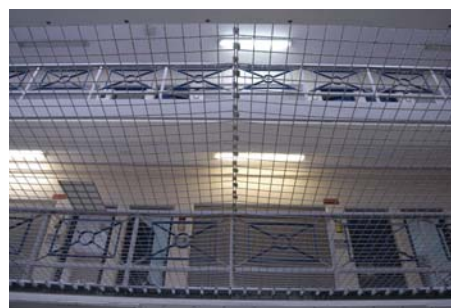
Senior representatives of each of the agencies involved in MAPPA form a Strategic Management Board (SMB) which meets at least quarterly to monitor the arrangements and direct any necessary improvements.

## What do the Lay Advisors do?

The Responsible Authority is required to appoint two Lay Advisors to sit on the SMB. The Lay Advisors act as independent yet informed observers, able to pose questions which the professionals closely involved in the work might not think of asking. They also bring to the SMB their understanding and perspective of the local community – where they must reside or have strong links.

## ViSOR

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



# 2. How MAPPA operates locally

## Work to establish or improve operation of MAPPA

MAPPA SMB has developed and implemented a MAPPA training plan to ensure there is a shared perspective on risk of harm. This provides an induction for new members and updates them on new requirements.

It has also developed a positive and pro-active communication strategy giving factual information and advice.

Finally MAPPA SMB has also drawn up a memorandum of understanding between the Responsible Authority and Duty to Co-operate bodies, setting out the way they will work together.

## How MAPPA links with other local public protection structures

In Hertfordshire, public protection is monitored and delivered through a number of partnership arrangements, the principle

ones of which are the Hertfordshire Safeguarding Children Board, the Mentally Disordered Offender Strategic Group, the Domestic Violence Strategic Group and MAPPA.

Each of these partnership arrangements deals with the dangers posed to the public by various types of offender.

All of the statutory agencies are represented on these Boards and their day-to-day work is supported by a number of other agencies, e.g. the Safeguarding Board is supported and advised by head teachers while the MAPPA is supported and advised by housing-providers.

## Work to safeguard victims

The Strategic Domestic Violence Group was established in the last 12 months and has provided considerable impetus into the protection of victims of Domestic Violence.

## Lay Advisors' report

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

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

In Hertfordshire Tony Keen has continued as a Lay Advisor throughout 2008/09 and during the year Janet Ball stood down and Guy Leeser was appointed to replace her.

As Lay Advisors for Hertfordshire MAPPA we have observed a range of the various levels of MAPPA meetings to ensure that we can judge how effectively the MAPPA arrangements are working.

We think that the MAPPA arrangements are working well in Hertfordshire. The three main 'Responsible Agencies' are working effectively with other relevant agencies. This means that the risk posed by the offenders who are under the MAPPA arrangements is measured and being effectively managed.

We welcome Hertfordshire MAPPA's determination for continuous performance improvement and share the Strategic Management Board's commitment to ensuring full effectiveness through all members working together. In 2009/10 our particular focus will be on ensuring that MAPPA remains effective against the background of tight budget constraints and on addressing accommodation issues for MAPP offenders when they are released from prison.

Tony Keen & Guy Leeser  
Lay Advisors



### About Guy

Guy's background is in the public sector. His early career was in scientific research but for the last 24 years Guy has been a civil servant. For the past eight years as a member of the senior civil service, Guy has mainly worked on tax policy but now shares his time between that and management. He has lived in Hertfordshire since 1970 and applied for the advertised post as a MAPPA Lay Advisor because he was looking for a way to make a social contribution.



### About Tony

Tony's background is in the commercial sector. Over 25 years he set up and grew a research agency, developing it into a market-leader within its sector. He relocated this business from London to Hertfordshire in 1989, having resided in this county since 1977. When he sold his business a few years ago, Tony looked for opportunities to contribute his business skills and experience to local Hertfordshire community issues. Tony is a non-Executive Director of Quantum Care, the leading Hertfordshire not-for-profit care home company and was appointed MAPPA Lay Advisor in 2006. Tony is a qualified football referee and regularly officiates at both adult and youth matches.