

Thames Valley

MAPPA

(Multi-Agency Public Protection Arrangements)

ANNUAL REPORT
2013-2014



Introduction

Introduction

This will be the tenth year of MAPPA- Multi-Agency Public Protection Arrangements in the Thames Valley. We jointly commend it to you as an acknowledgement of the hard work of those involved in the Public Protection Arena.

This will be my first year as Chair of the Thames Valley Strategic Management Board. I should firstly acknowledge the excellent work of my predecessor Paul Gillbard. Formerly Chief Executive of Thames Valley Probation Trust and now head of the Thames Valley Community Rehabilitation Company. He chaired the Board for nine years and the healthy multi-agency involvement is a testament to his work.

I hope to continue to ensure that partner agencies remain engaged and committed to the valuable work of Public Protection through MAPPA.

This Years Figures

The overall number of MAPPA offenders in all categories has varied little in the last 12 months. There has been a very small increase in offenders managed under the MAPPA process, from 1510 On 31st March to 1532 on 31st March 2014.

By nature of the Sex Offenders legislation numbers of registered sexual offenders will rise annually, as any convictions result in lengthy registration periods. There is a relatively small increase of 24 this year. From 1179 to 1203.

There has been a small decrease of four in the category of otherwise dangerous offenders.

Conclusion

Most agencies with a Duty to Cooperate under MAPPA will have been under pressure from austerity measures and this is likely to continue. It is testament to the importance of Public Protection on everyone's agenda that agencies remain fully engaged. The bottom line is ever, is to protect the public from those who would cause serious harm.

We commend this report and the work of staff involved to you.



**Detective Chief Superintendent
Andrew Murray (MAPPA SMB Chair)**



**Kilvinder Vigurs
Head of Public Protection
NPS South Central**



**Ian Young
Governor HMP Bullingdon**

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 Trusts, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities. Immigration & Enforcement.
- 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.
- 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.justice.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2014				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1203	295	NA	1498
Level 2	11	16	5	32
Level 3	2	0	0	2
Total	1216	311	5	1532

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	49	69	35	153
Level 3	7	15	4	26
Total	56	84	39	179

RSOs cautioned or convicted for breach of notification requirements	76
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Restrictive orders for Category 1 offenders	
SOPOs, NOs & FTOs imposed by the courts	
SOPOs	144
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	54	17	2	73
Level 3	1	11	1	3
Total	55	18	3	76
Breach of SOPO				
Level 2	2	NA	NA	2
Level 3	0	NA	NA	0
Total	2	NA	NA	2

Explanation

commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2014 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2013 to 31 March 2014.

(a) MAPPA-eligible offenders – there are a number of offenders defined in law as eligible for MAPPA management, because they have committed specified sexual and violent offences or they currently pose a risk of serious harm, although the majority (x% 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 and offenders disqualified from working with children.

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

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

(f) Sexual Offences Prevention Order (SOPO) – a court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender’s behaviour in the community. The full order lasts for a minimum of five years, and can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender loitering near schools or playgrounds. If the offender fails to comply with (i.e. breaches) the requirements of the order, he can be taken back to court and may be liable to up to five years’ imprisonment.

(g) Notification Order – this requires sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.

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

5

Thames Valley 2013/14

The focus of this years work in the Multi Agency Public Protection Arrangements continues to build on the effective management of high risk offenders in all three MAPPA categories. The success of risk management plans put in place by the Responsible Authorities (Police, Probation, Prison Service) along with their Duty to Cooperate Partners can be measured in the low number of serious case reviews.

It is recognised that every victim of serious sexual or violent crime is one victim too many. The Strategic Management Board are not complacent in seeking to drive forward the Public Protection Agenda. The Strategic Management Board has representation from the responsible authorities as well as duty to cooperate agencies including those focusing on Child Safeguarding.

The work of the SMB this year has been enhanced by greater input from the Local Safeguarding Childrens Boards and other representatives with safeguarding children expertise.

A key role of the MAPPA Coordinator is to ensure that all relevant agencies have training that allows them to contribute to the MAPPA process. All agencies need to have a good understanding of how MAPPA supports protection of the public. To this end, practitioners training has taken place on a localised level across Thames Valley. Sessions have been attended by 126 practitioners across all duty to cooperate agencies and will greatly add to the understanding and effectiveness of the MAPPA process.

All Thames Valley prisons and Youth Offending Institutes have received training from the MAPPA Coordinator this year. The Immigration holding Prison at Huntercombe has held three training events to raise awareness among staff. The MAPPA process has a role to play in protecting the public from relevant offenders who are subject to immigration procedures and as such, efforts have been made to strengthen links with Immigration and Enforcement and ACRO (ACPO criminal records office). This ensures appropriate information sharing regarding foreign national offenders who fall under the MAPPA process.

The MAPPA Coordinator also facilitated Disclosure workshops to ensure that any disclosures made are both lawful and appropriate, in line with Guidance but also with the various legislative strands relating to

disclosure to carers, parents and those with particular responsibilities for vulnerable adults. Adult safeguarding is likely to be part of a Statutory Duty of Local Authorities under the Care Act 2014.

The Training and Quality and Monitoring Groups ensures both consistency and a focus on Public Protection. This years audits focussed on Mental Health cases and disclosure. The results of these audits were shared with the SMB and practitioners and used to inform future practice. Additional quality assurance is provided by our lay-advisors. A new Lay-advisor has been recruited this year and he is already providing valuable feedback on quality of MAPPA meetings from the viewpoint of a member of the public. Our second lay advisor continues in post and is one of the most experienced nationally. Both sit on Quality & Monitoring Groups and contribute to the audits.

Sharing good quality information is an integral element of MAPPA. The continuing promotion of the VISOR IT system, which was already widely in use by Police Public Protection Units, promotes the sharing of information and intelligence. The use by Probation and prison staff is increasing and enables a greater overview of information held by the responsible authorities. The Strategic management Board promotes the system and it is a standing item on the quarterly agenda. Each agency within the Responsible Authority has its own audit process.

One major change within the Responsible Authority is the privatisation of elements of the Probation Service. Thames Valley Probation Trust, in common with other probation trusts, has been dissolved as part of the government “transforming rehabilitation” programme. MAPPA cases subject to probation supervision remain in the public sector and are managed by the newly formed National Probation Service. As part of the reorganisation, the Thames Valley and Hampshire NPS have joined to form the South West-South Central Division, with Kilvinder Vigurs as the head of Public Protection. This will promote greater collaboration and sharing of best practice between MAPPA areas.

The year ahead promises to be interesting, with plans for new risk management systems and assessments to be introduced, with a new structure to the operational MAPPA meetings themselves. Such developments will enable MAPPA to provide our most effective protection to the public of Thames Valley.

6

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