

Thames Valley  
**MAPPA**

(Multi-Agency Public Protection Arrangements)

**ANNUAL REPORT**  
**2014-2015**



# Intro

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This is my first year as Chair of the MAPPA Strategic Management Board in Thames Valley.

As with many public services, Police, Prison and Probation colleagues (MAPPA Responsible Authority) have been subject to financial constraints, yet each continues to prioritise public protection in the interests of protecting victims and the community from serious harm.

It has been a year marked by major changes for organisations, including the splitting of the former Thames Valley Probation.

Across England and Wales there is now a public sector National Probation Service (NPS) and privately owned Community Rehabilitation Companies (CRC). One benefit of this change is that it allows NPS resources to be focused firmly on public protection, enabling the CRCs to manage offenders who are outside of MAPPA.

MAPPA continues to be very much a partnership with other agencies, particularly those with a duty to cooperate, be it mental health, housing, social care, etc who can contribute to a risk management plan.

The multi-agency model seeks a balanced approach, between rehabilitation, stabilization, close monitoring and control by using the statutory responsibilities of contingent agencies.

Whilst these agencies do the best they can, there is no such thing as 'no risk', nor 24 hour, 365 day a year surveillance of offenders. Where serious further offences are committed there is a process of scrutiny to

ensure that defensible and proportionate decisions were made.

Two such serious case reviews were conducted this year, both with independent authors. This should be set against the background of 1800 offenders successfully managed by MAPPA in Thames Valley. No fundamental flaws were found in either case but there were action points which agencies seek to learn from.

MAPPA at its best allows for effective information sharing and joined-up robust risk management plans. Recently published research (Peck 2015) indicated a 13 percentage point decrease in one year from release of serious offending by those in the highest risk group. This reflects the confidence of agencies in Thames Valley in the Multi-Agency Public Protection Arrangements.



Gilbert Houalla  
Detective Chief Superintendent and SMB  
Chair

# What is MAPPA?

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## MAPPA background

- (a) MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders (MAPPA-eligible offenders) under the provisions of sections 325 to 327B of the Criminal Justice Act 2003.
- (b) They bring together the Police, Probation and Prison Services in each of the 42 Areas in England and Wales into what is known as the MAPPA Responsible Authority.
- (c) A number of other agencies are under a Duty To Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Trusts, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.
- (d) The Responsible Authority is required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from each of the Responsible Authority and duty to co-operate agencies.
- (e) Lay Advisers are members of the public with no links to the business of managing MAPPA offenders and act as independent, yet informed, observers; able to pose questions which the professionals closely involved in the work might not think of asking. They also bring to the SMB their understanding and perspective of the local community (where they must reside and have strong links).

## How MAPPA works

- MAPPA-eligible offenders are identified and information about them is shared by the agencies in order to inform the risk assessments and risk management plans of those managing or supervising them.
- In the majority of cases that is as far as MAPPA extends but in some cases, it is determined that active multi-agency management is required. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.
- There are 3 categories of MAPPA-eligible offender: **Category 1** - registered sexual offenders; **Category 2** – (in the main) violent offenders sentenced to imprisonment for 12 months or more; and **Category 3** – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm.
- There are three management levels intended to ensure that resources are focused upon the cases where they are most needed; generally those involving the higher risks of serious harm. **Level 1** involves ordinary agency management (i.e. no MAPPA meetings or resources); **Level 2** is where the active involvement of more than one agency is required to manage the offender but the risk management plans do not require the attendance and commitment of resources at a senior level. Where senior oversight is required the case would be managed at **Level 3**.

MAPPA is supported by ViSOR. This is a national IT system for the management of people who pose a serious risk of harm to the public. The police have been using ViSOR since 2005 but, since June 2008, ViSOR has been fully operational allowing, for the first time, key staff from the Police, Probation and Prison Services to work on the same IT system, thus improving the quality and timeliness of risk assessments and of interventions to prevent offending. The combined use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when these high risk offenders move, enhancing public protection measures. All MAPPA reports from England and Wales are published online at: [www.gov.uk](http://www.gov.uk)

# MAPPA Statistics

<b>MAPPA-eligible offenders on 31 March 2015</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1384	357	-	1741
Level 2	22	19	9	50
Level 3	1	0	0	1
Total	1407	376	9	1792

<b>MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	49	53	21	123
Level 3	11	7	2	20
Total	60	60	23	143

<b>RSOs cautioned or convicted for breach of notification requirements</b>	56
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<b>Restrictive orders for Category 1 offenders</b>	
<b>SOPOs, NOs &amp; FTOs imposed by the courts</b>	
SOPOs	124
NOs	0
FTOs	0

<b>Level 2 and 3 offenders returned to custody</b>				
	<b>Category 1: Registered sex offenders</b>	<b>Category 2: Violent offenders</b>	<b>Category 3: Other dangerous offenders</b>	<b>Total</b>
<b>Breach of licence</b>				
Level 2	7	14	4	25
Level 3	0	0	0	0
Total	7	14	4	25
<b>Breach of SOPO</b>				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	69
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This figure has been calculated using the Mid-2014 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics on 25 June 2015, excluding those aged less than ten years of age.

# Explanation commentary on statistical tables

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## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2015 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2014 to 31 March 2015.

**(a) MAPPA-eligible offenders** – there are a number of offenders defined in law as eligible for MAPPA management, because they have committed specified sexual and violent offences or they currently pose a risk of serious harm, although the majority (78% 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.

**(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)[Now Sexual Harm Prevention Orders]** – 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 traveling abroad where this is necessary to protect children from the risk of sexual harm.

# Local page

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## Thames Valley 2014/2015

The focus of agency efforts within the MAPPAs continues to be on protecting the public from serious harm, doing so effectively set against general austerity measures and further budgetary constraints in public services.

The Strategic Management Board, which is charged with the efficient running of MAPPAs, has increased its membership with a representative from safeguarding adults. This has resulted from an increased emphasis in the protection of vulnerable adults within the scope of the Care Act 2014, enacted in June that year.

The Board continues to hold bi-annual audits, to ensure high standards of public protection are being achieved. The early 2015 audit focused on offenders where housing provision had been an issue. This is frequently an issue because of the lack of housing stock and the high rental values in our area, as it is amongst the general population.

The audit looked at areas where some local authorities and registered social landlords were being more innovative than others in helping to stabilise offenders: both by meeting a housing need and also by ensuring that placements were carefully considered and appropriate.

This was then followed by a housing seminar hosted by Reading Housing and the Central MAPPAs Unit. Registered Social Landlords and Local Authority Housing were fully represented from across Thames Valley. They reflected on the audit and exchanged useful ideas with a view to a positive way forward. The Statutory framework around housing and need were discussed in some detail.

We have also been joined this year by Ian Blakeman, Governor of Bullingdon Prison, who is key to ensuring involvement of Prisons in MAPPAs. Prisons are a significant partner as they provide key information about prisons prior to and immediately after release.

The Public Protection Assistant Chief Officer for National Probation Service in the South West/South Central region, Kilvinder Vigurs, has ensured that the effects of the Probation “split” under the Government’s Transforming Rehabilitation agenda has not affected MAPPAs, if anything it is now a more focused approach.

We are fortunate in having two “lay advisors”: this is an unpaid post and they act as critical friends to the MAPPAs. Our lay advisors are Mr Harish Rutti and Mr Iain Elstrip. Iain Elstrip recently replaced Mr John Jakobi, who gave eight years’ exemplary service. They act as the public voice and scrutiny.

In the year ahead we aim to continue to keep our focus of protecting the public and victims. We will manage any change and bureaucracy without losing sight of that aim.

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