



Multi Agency Public Protection Arrangements

THAMES VALLEY



Annual Report

Introduction

This was my second year as Chair of the Strategic Management Board (SMB) of the Multi-Agency Public Protection arrangements in Thames Valley. It is also the year when we were pleased to welcome Linda Ricks into the post of MAPPA Co-ordinator for Thames Valley.

I cannot let this opportunity pass without making reference to one of the biggest challenges for us all this year and still ongoing is the COVID pandemic, although this will be fully covered in the next annual report. We have adapted as a SMB and now manage most MAPPA meetings virtually, unheard of previously. This has brought some advantages which we intend to capitalise on in the months to come.

It has been a pleasure to work in this challenging environment and I am proud of how the agencies across Thames Valley have worked collaboratively to address the public protection concerns which MAPPA offenders pose.

If you view the numbers within the attached statistical tables, you will see the high numbers that MAPPA are

charged with managing and our sole measure of success is preventing serious harm to the public. This will never be an exact science but in the year 2019-2020 we have had to implement only one serious case review.

We have also found the resources and energy to work creatively under the MAPPA umbrella. We said goodbye to a long-standing MAPPA Lay Advisor, his contributions are recognised and valued.

Our plans for the coming year include further training events and a continued focus on the quality of referrals to MAPPA and the business of the meetings themselves.

My thanks to all agencies and frontline workers who have contributed to the valuable forum of MAPPA, striving always to protect the public.

Nicola Webb
SMB Chair

N.B. We have published the statistics for 2019/20 later than usual as a result of the Covid-19 pandemic delaying access to data during lockdown.

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 presenting the higher risks of serious harm.

- **Level 1** is where the offender 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 offender.
- **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 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 2020				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1939	601	-	2540
Level 2	24	16	16	56
Level 3	0	6	1	7
Total	1963	623	17	2603

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	48	50	28	126
Level 3	6	9	4	19
Total	54	59	32	145

RSOs cautioned or convicted for breach of notification requirements	233
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RSOs who have had their life time notification revoked on application	13
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	170
SHPO with foreign travel restriction	0
NOs	1

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	1
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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	13	4	15	32
Level 3	1	0	1	2
Total	14	4	16	34
Breach of SOPO				
Level 2	3	-	-	3
Level 3	1	-	-	1
Total	4	-	-	4

Total number of Registered Sexual Offenders per 100,000 population	93
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This figure has been calculated using the Mid-2019 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 2020 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2019 to 31 March 2020.

(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 at Level 1 without formal 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.”) These offenders 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 – 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. These offenders are assessed and managed by the National Probation Service, Youth Offending Team or Mental Health Services.

(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. These offenders are assessed and managed by whichever agency has the primary responsibility for them.

(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. They require 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 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.

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. Persons do not come off the register automatically. Qualifying offenders 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 on the register 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. This applied from 1 September 2012 for adult offenders.

This is a retrospective look at Thames Valley MAPPA for the year 2019 – 2020, the statistics for 2019/20 were published later than usual as a result of the Covid-19 pandemic. The Thames Valley MAPPA area is large and complex, covering 3 Counties with a number of Unitary Authorities, Councils, Youth Offender and Mental Health Teams. The Thames Valley MAPPA Unit is a multi-agency team, resourced by both Her Majesty's Prison and Probation Service and Thames Valley Police. The MAPPA Unit comprises of staff from both the National Probation Service and the Police. Thames Valley saw a change in MAPPA Coordinator, with Bob Sterling retiring in 2019.

This MAPPA Annual report shows the high number of MAPPA eligible offenders in the Thames Valley area. Each month Thames Valley holds 11 level 2 MAPPA meetings and 2 level 3 meetings. Between 01/04/19-31/03/20 a total of 537 level two cases and 80 level 3 cases were heard. There was an average of 46 Level 2 cases reviewed each month.

The level 2 meetings are administered by 7 local police areas, with Probation administrators from the local offender management units largely assisting with minute taking.

The level 3 meetings are administered solely by MAPPA admin based in the MAPPA Unit.

Level 2 meetings have strong core groups representing Duty to Cooperate agencies, for example from local housing, health, employment, youth offending and safeguarding teams. Locally, MAPP meetings are jointly chaired by the relevant grade from Probation and Police. This ensures local knowledge at the meetings and also supports knowledge for neighbourhood police of local high risk of harm offenders. Attendance at these meetings is closely monitored as part of our local performance indicators

Eligible offenders serving a custodial sentence of 12 months or more should be

referred to MAPPA six months from release. A thresholding panel sits fortnightly to set the appropriate MAPPA level. This ensures a consistent approach in those cases where better public protection and protection of victims can be achieved through multi-agency active management. Members of the thresholding panel represent the Police, Probation and Prison with a Principal Forensic psychologist and the MAPPA Coordinator. Cases referred include those with safeguarding issues, domestic abuse, or a terrorist threat. Most referrals are made by Probation Officers, with a smaller number from Mental Health services, Youth Offending Teams and Police. In most cases the service users will have been in a custodial or secure mental health setting. Where risk is seen as imminent the case will be heard at a level 3 meeting, to be overseen by a higher level of senior management intervention.

Further offences will inevitably arise from such a large cohort as managed in Thames Valley. Whilst this area did not initiate the commission of any Serious Cases reviews during 2019-2020, a mandatory report commissioned the previous year was finalised. The area contributes to the process of sharing relevant knowledge both in relation MAPPA Serious Case Reviews and by disseminating relevant learning.

The Strategic Management Board is well represented by all key Duty to Cooperate agencies and although the national requirement is that they meet three times a year, the Thames Valley Board still find value in meeting quarterly.

The Next annual report will comment on how Covid-19 affected MAPPA in this area.

Linda Ricks, MAPPA Coordinator

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www.gov.uk

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