



Multi Agency Public Protection Arrangements

# THAMES VALLEY



# Annual Report



# Introduction

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It is with pleasure that I present the Thames Valley MAPPA Strategic Management Board (SMB) annual report covering the period 2020-21. This provides the annual statistics for the area and details how the three Responsible Authorities of Prison, Probation and Police and the Duty to Cooperate agencies have worked together to fulfil the statutory duties under MAPPA with a strong focus on public protection and keeping communities safe.

I took over the role as Thames Valley MAPPA SMB chair in January 2021 from Nicola Webb and would like to extend thanks to Nicola for her commitment to the SMB chair role.

In the short time I have been chair, I have been struck by the strong relationship within MAPPA from both the Responsible Authorities and Duty to Cooperate agencies, especially in times of the recent global pandemic and the challenges this has brought. There has been an increased use of digital technology as a result and many of the MAPPA meetings have been on a virtual level but continue to serve the overriding purpose of public protection and robust oversight and risk management of MAPPA cases, albeit in a different format. Information sharing remains a significant strength at these meetings, despite the change in format and ways of working with those who we manage.

Agencies and professionals involved in MAPPA have continued to work together and one of the key aims of the SMB has been to enable agencies to be fully involved in the SMB and for us all to understand how the agencies work, their current challenges and to have a shared understanding of wider key functions and priorities and the crucial role they play in MAPPA's effectiveness. We continue to provide assurance around processes and practice and learning and look at ways we can continue to demonstrate quality and effectiveness or better ways of doing things.

In reflecting on my short time as SMB chair, I have also been impressed by the role of the Lay Advisor within MAPPA. Their independent role is to represent the public and they contribute to MAPPA by observing meetings, asking questions and providing an overview to the SMB to support the effectiveness of how we operate. Our lay advisor brings experience, knowledge, commitment and drive to this very important role.

I would also like to mention the recent changes to Probation as this year, in June, we saw the national unification of the National Probation Service and Community Rehabilitation Companies and the positive move to demonstrate a joined-up approach in managing those on Probation. There have been some structural

changes, new posts and staff involved in the formation of the new Probation Delivery Units, working closely with our partner agencies across the area.

On behalf of the SMB I would like to end by thanking all of our partners, both at the strategic level and the front-line professionals. The expertise, engagement and contribution of everyone involved in managing MAPPA cases continues to demonstrate a strong and robust approach to public protection with high commitment from all and a collective voice in the crucial role they play. The resilience over the challenging last year or so has been evident in the dedicated work of the agencies and professional involved in protecting the public, victims and managing risk in our communities.

Linda Pickering  
Thames Valley SMB Chair and South Central Probation Service Head of Public Protection.

# What is MAPPA?

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## MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual, violent and terrorist 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.

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

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 more senior oversight and 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 enables 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.

## MAPPA and Terrorism

In response to the terrorist attack committed by Usman Khan at Fishmongers' Hall on 29 November 2019, the Home Secretary and the Lord Chancellor commissioned Jonathan Hall QC, who is the Independent Reviewer of Terrorism Legislation, to undertake a review of MAPPA and the management of known terrorists and other extremist offenders (TACT Offenders). The terrorist attack committed by Sudesh Amman in Streatham High Road on 2 February 2020

served to reinforce the need for the review, since both Khan and Amman had been managed under MAPPA. The government published the report on 2 September 2020 and published a response to it 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, several of which have been or are being implemented via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Bill. Others have already been introduced by the creation of the National Security Division (NSD) in the Probation Service to manage terrorist offenders. The Secretary of State has also revised the statutory MAPPA Guidance on terrorist offenders.

The Probation Service, via the NSD, 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 offenders in the community. This will include the management of terrorist connected and terrorist risk offenders. Five Probation Service national security units have been established across England & Wales during 2020/21. The NSD and Counter-Terrorism Policing will be working closely with local Strategic Management Boards to ensure the robust management of terrorism cases. The NSD also manages serious organised crime and the most high risk and high profile public protection cases.

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 2021</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1935	633	-	2568
Level 2	22	15	18	55
Level 3	2	4	0	6
Total	1959	652	18	2629

<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	30	31	50	111
Level 3	4	9	6	19
Total	34	40	56	130

<b>RSOs cautioned or convicted for breach of notification requirements</b>	60
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<b>RSOs who have had their life time notification revoked on application</b>	12
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<b>Restrictive orders for Category 1 offenders</b>	
<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	132
SHPO with foreign travel restriction	0
NOs	5

<b>Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b>	1
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<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	5	10	12	27
Level 3	0	1	1	2
Total	5	11	13	29
<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>	92
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This figure has been calculated using the Mid-2020 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

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## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2021 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2020 to 31 March 2021.

**(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 and terrorist 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 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.

# Local page

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## Overview of Thames Valley MAPPA:

The Thames Valley MAPPA area is large and complex, covering 3 Counties with a number of Unitary Authorities, Councils, Young Offender and Mental Health Teams. The Thames Valley MAPPA Unit is a multi-agency team, resourced by both Her Majesty's Prison and Probation Services and Thames Valley Police. The MAPPA Unit comprises of staff from both the National Probation Services and the Police.

This MAPPA Annual report shows the high number of MAPPA eligible offenders in the Thames Valley area. Each month Thames Valley holds a minimum of 11 level 2 MAPPA meetings in different geographical locations. In addition it holds a minimum of 2 level 3 meetings, also geographically placed.

The level 2 meetings have been administered by 7 local police areas, with Probation administrators from the local Probation Delivery 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 from, for example, 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 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 MAPPA nominals serving a custodial sentence of 12 months or more should be referred into MAPPA six months prior to 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 Services along 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 Practitioners, with a smaller number from Mental Health Services, Youth Offending Teams and Police. Where risk is seen as imminent or the case is noteworthy it will be heard at a level 3 meeting, to be overseen by a higher level of senior management intervention.

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.

## **Update from MAPPA Co-Ordinator for the Thames Valley Area 2020-2021:**

As MAPPA Coordinator I have been in post nearly two years at the time of writing this. A review of MAPPA in the area led to a major restructuring of the team, including office moves and a decision to centralise MAPPA and to run parallel to ViSOR functions. This change started on the 12 April 2021. This will support continuity of processes and provision across what is a large MAPPA area.

The Chair for the Strategic Management Board changed roles and Linda Pickering, Probation Head of Public Protection has taken over.

We successfully recruited a Lay Advisor who started at the point of the first lockdown. Unfortunately, we lost our second lay advisor due to length of service during this period and are undergoing recruitment at this point in time.

Thames Valley responded to the COVID pandemic by moving all meetings virtually. This worked well, and minimised the use of resources, specifically for travel given how widespread the geographical area is. Some new challenges were identified with a move from telephone conferencing, through to TEAMS, with the need to ensure confidentiality and protect sensitive MAPPA information. However, all MAPPA meetings ran as scheduled. As we move through the recovery process, it is important that we take good practice and relevant responding forward. Therefore, the use of TEAMS is likely to be a major component of MAPPA meetings in this area in the future.

On the 31/03/21 over 2,600 MAPPA nominals were managed in the Thames Valley area. Between 01/04/20-31/03/21 111 individuals were heard at level 2 and 19 at level 3. Further offences will inevitably arise from such a large cohort as managed in Thames Valley. During 2020 there was a serious further incident that attracted National Media coverage. A MAPPA Serious Case Review has been commissioned as a result. Unfortunately, another serious further offence was committed by a MAPPA nominal and this is also likely to lead to the commissioning of a MAPPA serious case review. These reviews are important in order to contribute to the process of identifying and disseminating relevant learning across those agencies involved and improving practice and risk management.

As an area we have worked hard to re-establish the sub-groups who report back to SMB on Training, Performance, Development and Monitoring. We introduced a Chairs Forum, held quarterly to support the development of Chairs and the dissemination of information from various sources including speakers and MAPPA Serious Case Reviews.

This has been a challenging year, but we will be taking best practice forward and striving to further improve consistency and performance in the coming year.

Linda Ricks MAPPA Coordinator

**Contribution from SMB Representative:**

Like our Responsible Authority colleagues, those of us working for the Duty to Cooperate agencies have faced unprecedented challenges to our businesses in this strangest of years. Many of us also hold statutory duties that cannot be abrogated even for a pandemic; indeed we have never seen such high demand placed on our services as huge efforts were made in our various responses, from ensuring the most vulnerable children in society were being cared for and offered school places to helping the street homeless into emergency accommodation. Throughout the pandemic the Thames Valley DTC partners have maintained our commitment to MAPPA as a vital process for keeping our communities safe. Many of us have needed to bring the office into our homes and dialling or logging into meetings has now become a part of everyday life. In many ways, this has allowed us to make more efficient use of our time and reduce our carbon footprint and it is testament to the power of technology and the organisational skills of our MAPPA administrators that we've been able to reap these benefits without compromising on quality or efficacy of MAPPA meetings. As restrictions begin to lift and, hopefully, some semblance of normality returns to our lives, we look forward to working with our MAPPA colleagues in the year ahead.

Nick Young Head of Service for Youth Justice

**Contribution from Lay Advisor:**

Since my appointment as Lay Advisor to Thames Valley MAPPA Strategic Management Board in January 2020, I have observed a significant number of Level 2 and Level 3 meetings across the region. In every case, I am struck by the complex needs of the individual and how many have underlying mental health conditions. However, MAPP is much wider than that encompassing the needs of the offender. It seeks to assess the risks and rights of victim(s) and the community in which we live and work. In terms of due process, from what I have observed the skill of the Thames Valley Chairs to garner Duty to Cooperate agencies to work together to ensure that risk management plans are appropriate, fair and proportionate is evident for each case.

Katie Archer Lay Advisor to Thames Valley MAPPA

**Good news story****Background:**

The individual in question has an extensive history of predatory sexual offending starting 40 years ago. This includes offending whilst unlawfully at large and on licence supervision. He was assessed as posing a very high risk of serious harm. Given concerns regarding management of future risk this case was heard at Level 3 as a Critical Public Protection Case (CPPC).

**MAPPA Level 3 Input:**

MAPPA supported the effective sharing of information between partner agencies. This ensured that there was a common understanding regarding risk and the role each agency played in the risk management plan. Also, this supported the early development of a release plan, including a full activation plan and information being disseminated across the area.

Meetings also provided a forum for discussion and generation of ideas to ensure the individual was managed robustly. This included risk management tools such as trail monitoring, polygraph testing and consideration of licence conditions and supported a successful application for a SHPO.

The MAPPA process ensured that agencies were accountable for their actions and that these were completed in a timely manner to support risk management.

Arrangements were agreed for transportation of the individual to an Approved Premises on his release to managed absconding risk.

Risk management within his Approved Premise placement was enhanced by funding of an additional staff member due to concerns about behaviour in this environment.

Appropriate psychological consultation was identified to enable discussion of how best to manage and support the case. This also included a formulation for staff at the Approved Premises to assist with managing the individual's traits of psychopathy.

Circles (a voluntary organisation, who work in partnership with Police and Probation to reduce sexual harm through prevention, rehabilitation, education and safeguarding), where a key element in the risk management of this case. It was viewed that this would support him in developing social investment in the community and pro-social networks after spending 40 years in prison.

A core group was established and held between MAPPA meetings to ensure information was shared and risk issues identified at the earliest opportunity.

#### **Outcomes:**

As the individual progressed in the community MAPPA meetings supported Probation Practitioners to share responsibility for the case and decisions in relation to removal of risk management devices including sign ins, move on accommodation from the Approved Premises and removal of EMS tagging. This individual was reduced to MAPPA Level 2 and risk reduced to high risk of serious harm

The case has been deregistered from CPPC.

The individual is now living in independent accommodation and in full time employment.

He continues to engage with Circles.

No evidence of further sexual offending.

Reports from England and Wales are published online at:

[www.gov.uk](http://www.gov.uk)

National  
Probation  
Service

