

Thames Valley



Annual Report

Introduction

As the Thames Valley Strategic Management Board (SMB) chair, I am pleased to present the latest annual report covering the period 2021-2022. This provides the relevant annual statistics for our area and provides information about how the three Responsible Authorities of Probation, Prison and Police and the Duty to Co-operate Agencies have worked together to ensure the effectiveness of the Multi Agency Public Protection Arrangements in the area to keep communities safe and to oversee the arrangements.

Thames Valley MAPPA SMB continue to work together to ensure key priorities for our area are developed and there are clear delivery outcomes and that the Responsible Authorities and Duty to Cooperate Agencies have a shared understanding and vision for effective MAPPA that includes collaborative working and information sharing between our various agencies. We have used our SMB meetings productively to develop a shared understanding of business priorities and also to understand more about how each agency contributes to the effectiveness of MAPPA.



I am thankful to all involvement of the Responsible Authorities and Duty to Cooperate Agencies, and other agencies along with the contributions from the Lay Advisor and the strong directional coordination from the MAPPA Coordinator. This enables us to evidence the contribution to public protection and community safety and the assurance that our MAPPA Chairs are covering meetings to deliver on this with robust risk management being at the fore of meetings and a joint responsibility for delivery and actions at an operational level.

In terms of the SMB Business plan for 2020-2022, key objectives have been achieved as we ensure quality assurance of processes via the Quality sub-group to demonstrate effectiveness and to identify where improvement can be made. We have also ensured learning from national Thematic reports, national and local audits and MAPPA Serious Case Reviews is cascaded and acted on where necessary. The recent high profile Serious Case Review in Reading identified actions to take forward to improve processes locally and to ensure all MAPPA agencies work well together. We also hosted a learning event to bring together both statutory and voluntary agencies to look at specific learning from the SCR and to develop plans to incorporate the recommendations. Also, to provide time for reflection as such serious further offences really bring home how managing risk can be challenging with far-reaching consequences for families, victims and those front-line practitioners who are involved. We cannot under-estimate the impact this has on individuals and communities and striving to achieve the most effective public protection is a strong shared vision and objective of our work within MAPPA. We continue to commit to learning at a national and local level to improve effectiveness at both an operational and strategic level. Promoting MAPPA throughout agencies has also been a key task of the SMB.

Our forthcoming business plan priorities continue to focus on ensuring the effectiveness of MAPPA through activity and oversight. This includes improving the use of the Violent and Sexual Offenders Register (VISOR) as the database that supports MAPPA work and facilitates effective sharing of information between the three MAPPA Responsible Authorities. We will promote the MAPPA guidance and the updated document set across the region and maintain core attendance at MAPPA meetings as well as incorporating guidance around the management of Level 1 MAPPA cases. The SMB recognises the importance of close collaboration between agencies with good oversight and coordination to drive this.

On behalf of the SMB, I would like to thank all who are involved in MAPPA at both an operational and strategic level. There is an overwhelming commitment, contribution and strong sense of dedication from all, demonstrating expertise, engagement and vision around the crucial role MAPPA plays in providing assurance that collectively we can protect the public, safeguard victims and manage risk in the community effectively.

Linda Pickering

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, 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, Department for Work and Pensions and Local Housing and Education Authorities.

Local Strategic Management Boards (SMB) comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA within their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA 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** –subject to sex offender notification requirements;
- **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.

A fourth category for terrorist and terrorist risk offenders was introduced by the Police Crime Sentencing and Courts Act 2022 after the period covered by this report.

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

The government published an Independent Review of the MAPPA used to Supervise Terrorist and Terrorism-risk Offenders on 2 September 2020 and published its response 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 implemented via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Act 2022. The Secretary of State has also revised the statutory MAPPA Guidance on terrorist offenders.

The Probation Service, via its National Security Division, 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 includes the management of terrorist connected and terrorist risk offenders. The NSD and Counter-Terrorism Policing work closely with local SMBs to ensure the robust management of terrorism cases.

All MAPPA reports from England and Wales are published online at: www.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2022

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	2053	653	-	2706
Level 2	11	17	13	41
Level 3	3	3	2	8
Total	2067	673	15	2755

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	35	37	44	116
Level 3	6	8	4	18
Total	41	45	48	134

RSOs cautioned or convicted for breach of notification requirements	56
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RSOs who have had their life time notification revoked on application	14
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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	6

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	5	9	11	25
Level 3	2	1	3	6
Total	7	10	14	31
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	93
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This figure has been calculated using the 21 March 2021 census population estimate, published by the Office for National Statistics on 28 June 2022, excluding those aged less than ten years of age. Previously, we have based this figure on the mid-year (30 June) population estimate. As such, the current figure may differ from the corresponding figure based on the mid-2021 estimated resident population, which will be published by the Office for National Statistics later this year.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2022 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2021 to 31 March 2022.

(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) Subject to Sex Offender Notification Requirements – 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 are not subject to notification requirements. 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 the offender does not comply with these conditions, the Probation Service will take breach action 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 and/or positive obligations 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 on the balance of probability 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, the National Crime Agency (NCA), British Transport Police (BTP) or the Ministry of Defence Police (MODP). The chief officer/NCA/BTP/MODP 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 individuals convicted of qualifying sexual offences overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police in England and Wales may issue a notification order directly to an offender who is already in the UK or who is intending to come to the UK who has to notify within three days of receipt. Offenders have a right of appeal against notification.

(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, NCA, BTP or MODP 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.

An SRO may prohibit the person from doing anything described in it, including travel overseas, or place positive obligations upon them. Any prohibition and/or obligation 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.

An 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 an 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 an 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 individuals 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

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 employing staff from both the National Probation Service and Thames Valley Police Force..

This MAPPA Annual report shows the high number of MAPPA eligible offenders in the Thames Valley area. Each month, Thames Valley holds 11 different geographically based level 2 MAPPA meetings. In addition, it holds 4 level 3 meetings, also geographically placed to run in line with Probation Delivery Units. There are also a number of level 2 and 3 meetings organised by the National Security Division. Consistency has been supported by centralisation of the MAPPA Unit. The National Security Division have their own MAPPA Administrators and Chairs and work under a number of MAPPA Strategic Management Boards.

Our Level 2 meetings have strong core representation from Duty to Cooperate agencies, namely Local Authority Housing, Community Mental Health, Department of Work and Pensions and Adult and Children's Social Care. MAPP meetings are jointly chaired by the relevant grade from both Probation and Police, from each Local Police Area / Probation Delivery Unit. This also ensures specific agency knowledge is available to meetings along with local knowledge. Attendance at these meetings is closely monitored through key performance indicators, the MAPPA SMB and sub-group.

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. The members of the thresholding panel are provided by the Police, Probation and Community Mental Health services along with a Principal Forensic Psychologist and the MAPPA Coordinator. Cases referred in, include those with safeguarding issues, domestic abuse and other risk management issues. 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.

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

Linda Ricks MAPPA Coordinator

Update from MAPPA Co-Ordinator for the Thames Valley Area 2021-2022:

As MAPPA Coordinator I have been in post nearly three years. As reported on last year, a review of MAPPA in the area led to restructuring and the centralisation of the MAPP Unit. Whilst there have been some issues relating to recruitment, which I am sure most people will be familiar with, we are almost at establishment. This centralisation has been an important change, significantly supporting continuity and consistency of MAPPA in this area.

Our Lay Advisor is an important asset to MAPPA in this area. We are looking to start recruitment for a second Lay Advisor in the near future.

Those agencies involved in MAPPA in this area have chosen to continue to hold MAPP Level 2 and Level 3 meetings via TEAMS. This enables the maximisation of resources, specifically in relation to travel given how widespread the geographical area is. All MAPPA meetings have run as scheduled.

Due to the large number of MAPP qualifying individuals in this area, serious further offences will inevitably arise. Last year we reported on a serious further incident that attracted National Media coverage. 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. To ensure the learning from the MAPPA Serious Case Review was disseminated we organised an 'in-person' Learning Event. A number of speakers gave presentations relating to the learning points. Nearly 80 people from relevant agencies attended to help progress the findings from the report. This will of course continue to be monitored by SMB.

Level 2 meetings in Thames Valley have a core attendance. The strength of this was demonstrated when one of the MAPPA nominals lost contact with services. A representative from a duty to cooperate agency was able to share information which supported the arrest of this person.

Thames Valley continues to work hard to maintain the sub-groups who report back to SMB on Training, Performance, Development and Monitoring. A forum for MAPPA Chairs is held quarterly and is well attended. It provides the opportunity for MAPPA chairs to raise issues and obtain support as well as providing a forum to promote development including external speakers. We have produced a compendium of learning to enable chairs to have quick access to key learning from audits and reviews etc.

Moving through the pandemic and being almost at establishment for staffing in the Central MAPPA Unit enables us to move forward and look at developing MAPP in this area further.

Linda Ricks MAPPA Coordinator

Contribution from SMB Representative:

As a standing member of Strategic Management Board (SMB) it is a pleasure to work with other Duty to Cooperate (DTC) colleagues who have remained committed to working together to ensure the strategy is right for good risk management, learning and development to flourish.

The SMB has continued to operate throughout the pandemic with continued commitment from DTC partners. As we move forward it is recognised that some face-to-face time together will enhance the boards collaboration, whilst also wanting to protect the efficiencies and reduction of our carbon footprint that virtual times affords us. There is an in-person training event scheduled for June 2022.

In the last year the Board has been well chaired, well organised and well managed. The purpose of MAPPA frequently re-enforced ensuring that board members are clear about what MAPPA does and does not do.

Sonia Johnson, Assistant Director
Children Social Care Bracknell Forest.

Contribution from Lay Advisor to MAPPA:

I am now in my third year of my appointment as Lay Advisor to Thames Valley MAPPA Strategic Management Board and I remain committed to the principles and guidelines of MAPPA to assessment and manage risk in the community.

Last year the number of MAPPA eligible offenders within Thames Valley increased by 4.8%. Within that figure, the number of Duty to Co-operate agencies involved in the management of Level 2 and Level 3 is at its greatest – this may also involve multiple police forces and Youth Offending teams.

Throughout this year, I observed, audited, and provided feedback on over 100 cases (Level 2 and Level 3). Listening to these cases can sometimes be difficult. I also made a second visit to HMP Bullingdon. There are several themes that appear to be present in just about every case review. These are gnarly issues and can ultimately affect the smooth transition of offenders back into the community – these include the provision of suitable accommodation which satisfies license conditions, access to mental health resources in the community often associated with prolonged substance abuse and/or to manage diagnoses made whilst in the custodial setting.

A worrying upward trend is the occurrence of crimes involving domestic violence and coercive behaviour. Whilst perpetrators of such offences may seek vengeance, their victims continue to live in fear of being located. I hope that more funding is identified to support victims of these types of offences. Victim Liaison Officers play a vital role in supporting these individuals and their children.

On a more positive note, what has been pleasing this year, is that several cases have also moved down a level (from 3 to 2) when an individual is making solid progress along the path to rehabilitation. It was hugely positive to hear of the progress of one individual who faces a complex set of challenges and who is starting to rebuild their life, develop a fledgling relationship again with their family and now acknowledges the impact of their behaviours.

Knowing that MAPPA provides guidance and a framework for this type of proactive risk management provides a level of comfort. I continue to be thankful to all the individuals and Agencies who are tirelessly involved in the effective risk planning for the release of offenders back into the community.

National Security Division

The National Security Division (NSD) has now been established for approaching 2 years and is a division within the Probation Service to provide enhanced case management and intervention for the highest risk, complex and high-profile adult offenders in the community. The division provides a centralised, dedicated capability within the Probation Service for the following cohorts of adult offenders:

- Convicted Terrorist Act/Terrorist Act connected
- Terrorist risk offenders who present a national security threat
- The Highest risk/high harm Serious Organised Criminals requiring enhanced management; and
- A number of registered CPPC cases who are the highest risk/highest profile sexual or violent offenders who present national interest.

NSD cases are managed in the areas where they are residing as that is in most cases where the risk lies. We will of course also involve other areas linked to the case in MAPPA discussions. Co-ordination between NSD and Probation Delivery Units ensures strong links to local stakeholders, including health, housing and local rehabilitative services. NSD units include dedicated forensic psychologists to support a psychologically informed approach to risk management and also polygraph examiners, to provide enhanced monitoring of compliance with licence conditions.

The NSD continues to work with the national MAPPA team, CT police and with SMBs. We have embedded the recommendations made by the 2020 Jonathan Hall review of MAPPA for terrorist offenders. These include MAPPA panels to review extremist cases which include both police, probation and prison staff who specialise in CT work, but also, crucially, representation from key local agencies. The MAPPA panels will direct increased use of MAPPA core groups, ensuring that work with individual cases is co-ordinated and responsive.

The NSD is committed to working in partnership with Strategic Management Boards to ensure high quality MAPP arrangements. The specialist MAPPA Panels will provide information about key performance indicators to SMBs and will also take part in training, audit and observation activity. NSD units will report formally to SMBs regularly, a minimum of annually.

The NSD will work closely with key partners and stakeholders and ensure that our development is aligned with wider changes in the national security landscape.

About EMS (Electronic Monitoring Services)

Since 2014, Capita has been working with the Ministry of Justice to deliver Electronic Monitoring (EM) across England & Wales.

Our mission is to be a valued and integrated part of the Criminal Justice System, delivering better outcomes by ensuring public safety and contributing to rehabilitative services.

We provide a variety of tagging and monitoring services, including Location Monitoring, Alcohol Monitoring, Acquisitive Crime, Foreign National Offenders and Specials (Subjects who pose high risk to the public). EM is often used as a cost-effective and socially valuable alternative to prison and as a means for people to be released early from prison, if they are serving a custodial sentence.



EM can form part of bail conditions or as a community order following a conviction that doesn't warrant a custodial sentence. The equipment used allows us to monitor compliance under the terms and conditions set by the releasing authority, responsible officer, crown court or magistrates' court. EM has a range of benefits, for example, if someone has a job that involves shifts, the curfew can be tailored to work around a person's lifestyle, so they can still contribute to society. We work closely with the police, prison and probation teams and, as well as providing the service, we develop innovative solutions that will improve and enhance it.

In 2022, we expanded our immigration monitoring services into Scotland, and we have plans to expand them into Northern Ireland. In addition, we are working with the Home Office to pilot the use of non-fitted devices for immigration monitoring. Subjects will use a small, handheld device to verify their location when prompted at various times during a day.

In partnership with the Metropolitan Police, EMS successfully tracked and located 34 individuals suspected of having breached their conditions of release. During a four-night operation in 2022, 28 arrests were made, helping to prevent further crimes and freeing up the police force to focus on active, open cases. The other six cases were closed without a need for arrest. We hope to use EM technology more proactively, in collaboration with Multi-agency public protection agencies in the future.

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