

Thames Valley Annual Report

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Introduction

As the Thames Valley Strategic Management Board (SMB) chair, I am pleased to present the latest annual report covering the period 2023-2024. 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. We have used our SMB meetings productively to develop a shared understanding of business priorities and to help us to understand more about how each agency contributes to the effectiveness of MAPPA.

Whilst it is not possible to eradicate all risk, robust early identification of dangerous offenders, joint assessment and effective joint risk management plans underpinned by timely information and intelligence sharing enables the risk of serious harm occurring to be reduced and known victims to be protected. Robust governance, performance and quality standards are in place to ensure high standards of practice are maintained and that we are committed to continuous improvement. We have been able to use tools from the national MAPPA Team to develop practice around training, quality and self-assessment. 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.

There has been a strong commitment to learning and development throughout the period, and 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 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 our colleagues from Responsible Authorities for their involvement in MAPPA at both operational and strategic level, along with the contribution of those from our Duty to Cooperate Agencies. The engagement from the Lay Advisors is invaluable, as is the strong commitment and professionalism of our MAPPA Coordinator, without whom the work of the SMB would not be effective or accountable. There is an overwhelming commitment from everyone involved to protect the public and work with dedication and collaboration to achieve this.

Olivia Phelps MAPPA SMB Chair and Governor – HMP Grendon and Springhill

Overview of Thames Valley MAPPA:

The Thames Valley MAPPA SMB is aligned to Thames Valley Police Force. This is a large and complex area, covering 3 Counties with a number of Unitary Authorities, Councils, Youth Justice and Mental Health Teams. The Thames Valley MAPPA Unit is a centralised multi-agency team employing staff from both the Probation Service and Thames Valley Police.

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 additional, 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, who have their own MAPP arrangements.

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. Core attendance is being extended to Level 3 meetings. MAPP meetings are jointly chaired by the relevant grade from both Probation and Police, from each Local Police Area / Probation Delivery Unit. This 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 SMB 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 multi-agency thresholding panel sits fortnightly to consider cases for Level 2/3. This ensures a consistent approach in those cases were better public protection and protection of victims can be achieved through active multi-agency management. 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 Justice 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 represented by key Duty to Cooperate agencies meeting three times a year. Most recently moving to in-person meetings.

Linda Ricks MAPPA Coordinator

What is MAPPA?

MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by individuals who have committed the most serious sexual, violent and terrorist offences (MAPPA-eligible individuals) 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-eligible individuals 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 individuals 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 multiagency management. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.

There are 4 categories of MAPPA-eligible individual:

- **Category 1** –subject to sex offender notification requirements;
- Category 2 mainly those convicted of violent offences and sentenced to 12 months or more imprisonment or a hospital order;

- Category 3 individuals who do not qualify under Categories 1, 2 or 4 but whose offences pose a risk of serious harm.
- **Category 4** terrorism convicted and terrorism risk individuals

Data on Category 4 individuals is not included in this report due to data protection issues related to low numbers. This data will be aggregated and published nationally.

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 individual is managed by the lead agency with information exchange and multiagency support as required but without formal MAPPA meetings;
- Level 2 is where formal MAPPA meetings are required to manage the individual.
- 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 individuals 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 individuals move between areas, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system, improving the quality and timeliness of risk assessments and interventions to prevent offending.

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

MAPPA Statistics

MAPPA-eligible individuals on 31 March 2024

	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	2094	599	-	2693
Level 2	12	8	17	37
Level 3	2	3	4	9
Total	2108	610	21	2739

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)

	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	43	27	41	111
Level 3	9	7	7	23
Total	52	34	48	134

Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	183
SHPO with foreign travel restriction	0
Notification Order	3

Number of individuals who became subject to sex offender notification	0
requirements following a breach(es) of a Sexual Risk Order (SRO)	

Level 2 and 3 individuals returned to custody

Returned to custody for breach of licence	Category 1: Subject to notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	6	6	13	25

Level 3	0	1	3	4
Total	6	7	16	29

Breach of SHPO	
Level 2	1
Level 3	0
Total	1

Total number of individuals subject to sex offender notification requirements per 100,000 population

94

This figure has been calculated using the mid-2022 estimated resident population, published by the Office for National Statistics (ONS) on 21 December 2022, excluding those aged less than ten years of age.

Consistent with previous publications, this figure should be based on mid-2023 estimated resident population; however, the ONS has changed its publication schedule such that the mid-2023 estimates will be published later this year. As such, the current figure may differ from the corresponding figure based on the mid-2023 estimates.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible individuals, broken down by category, reflect the picture on 31 March 2024 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2023 to 31 March 2024.

(a) MAPPA-eligible individuals – there are individuals defined in law as eligible for MAPPA management because they have committed specified sexual, violent or terrorist offences or they currently pose a risk of serious harm. The majority are managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible individuals 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 individuals 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 – individuals convicted of violent offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order and a small number of individuals convicted of sexual offences who are not subject to notification requirements. These individuals are assessed and managed by the Probation Service, Youth Offending Team or Mental Health Services.

(d) Other Dangerous Offenders -

individuals who do not qualify under the other MAPPA-eligible categories, but have committed an offence that indicates that they pose a risk of serious harm which requires management via MAPPA meetings. These individuals are assessed and managed by whichever agency has the primary responsibility for them.

(e) Terrorism and Terrorism Risk

Offenders – individuals subject to terrorism offender notification requirements; individuals convicted of terrorism or terrorism related offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order; and those who have committed an offence and may be at risk of involvement in terrorismrelated activity. These individuals are assessed and managed by Counter-Terrorism Police and the National Security Division of the Probation Service.

(f) Breach of Licence – individuals released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If the individual does not comply with these conditions, the Probation Service will take breach action and the individual may be recalled to prison.

(g) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction). Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders are intended to protect the public from individuals 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 individual 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 individual. 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 individual has acted in a way since their conviction that makes 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.

(h) 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. Individuals have a right of appeal against notification.

(i) 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 recorded on VISOR as a Potentially Dangerous Person (PDP).

(j) Lifetime notification requirements revoked on application – Qualifying

individuals 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 subject to notification requirements 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.

Local page

Update from MAPPA Co-Ordinator for the Thames Valley Area 2022-2023:

As MAPPA Coordinator I have been in post for five years. As reported previously, a review of MAPPA in the area led to the centralisation of the MAPP Unit. Whilst there has been some staff turnover, we do retain a core staff group. Centralisation of the team provides the bedrock for future development and oversight of MAPPA in this area. The existing team should be thanked for their hard work in keeping MAPP arrangements going during periods when we have been extremely short staffed.

In May 2023 a Deputy MAPPA Coordinator post was created and we welcomed Tammy McKillop. This is due for review in March 2025. Tammy has greatly assisted our oversight of attendance at meetings, and we will be moving to establishing core attendance at Level 3 meetings as well as Level 2. Also, Tammy has put her specific knowledge and skills relating to domestic abuse to good effect developing our liaison with MARAC.

We are waiting for one of our Probation ViSOR Administrators to complete vetting. These vacancies create critical gaps. However, the area has responded with an operational delivery plan to help develop ViSOR practice in this area.

I want to give special thanks to our Lay Advisor Philip Marker. It has not been easy being the only Lay Advisor in the area, given recruitment has been suspended. He is a valuable asset and his contributions to Level 2/3 meetings and Serious Case Review panels are important bringing a different perspective.

This area continues to meet via TEAMs for all Level 2 and 3 meetings. This maximises resources specifically in relation to travel given how widespread the geographical area is. All MAPPA meetings have ran as scheduled, although demand has meant an increase in the number of meetings we have organised.

Due to the large number of MAPP qualifying individuals in this area, serious further offences will inevitably arise. Previously we reported on a serious further incident that attracted National Media coverage and unfortunately there has been the need to complete a review for another case, which is also high profile. Whilst we have worked hard to make changes, we continue to respond to feedback from the coroner, MoJ and other recommendations. We remain committed to providing the best MAPPA we can and continue to strive to improve our practice.

Thames Valley continues to work hard to maintain the sub-group which reports 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 provide chairs with quick access to key learning from audits and reviews etc. This is regularly updated. We have also created a booklet for MAPPA Chairs containing information about other agencies and services in the area. We have also introduced a forum for our core duty to cooperate representatives. This is held quarterly and provides an opportunity to raise issues, obtain support and development and provides access to ongoing MAPPA training.

Sadly, Tammy McKillop has moved to a different role developing domestic abuse provision. I am looking forward to retirement. Whilst we each look forward to a new chapter in our lives, it has been a real pleasure to serve the public in this way.

Linda Ricks, MAPPA Coordinator

Deputy MAPPA Coordinator Update

I joined the Central MAPPA unit in May 2023. The Deputy is an integral part of the MAPPA Unit with core roles and responsibilities that has helped contribute to the success of our MAPPA across the organisation. The unit is incredibly busy, with a team of administrators supporting L2 meetings and the Deputy MAPPA Coordinator supporting L3. As Deputy I have used my knowledge to support on DA cases.

Attendance at MAPPA meetings has improved significantly with someone to closely monitor and engage with representatives, but this does require a key commitment both before and post meeting.

I have been passionate to embed MAPPA as a safeguarding practice that runs in conjunction with MARAC / Drive and MATAC. This has involved regular dip sampling of cases to identify potential MAPPA Cat 3 cases.

We provide regular training, for Chairs and DTC agencies, and also specific input on a bespoke basis. Also, there is regular auditing of MAPPA meetings, minutes and thresholding outcomes. This has been a robust way of ensuring our meetings are run in line with the MAPPA Guidance.

I have enjoyed the role and have been sorry to move on. However, other opportunities have opened up and this provides the chance for someone else to become involved.

Tammy Mckillop Deputy MAPPA Coordinator

Contribution from SMB Representative:

It is the responsibility of individual Local Authorities to provide Youth Justice Services (YJSs) in England and Wales. There are 9 individual YJSs in Thames Valley, each entirely independent of each other, and with individual models of supporting children's desistance from offending, in their respective local authorities. The 9 YJSs in Thames Valley are well used to working closely together and coordinating attendance at various strategic forums, as is the case with the MAPPA Strategic Management Board (SMB).

It has been my pleasure to represent the YJSs in Thames Valley as a key Duty to Cooperate agency at the MAPPA SMB. Participation with this board has assisted YJSs in ensuring there is consistency of practice in respect of some key processes around the management of children who have offended and meet the criteria for referral to MAPPA. It has also assisted in ensuring that key learning from MAPPA Serious Case reviews is fully understood by those in the Youth Justice world and that this drives organisational learning and ultimately contributes to keeping communities safe.

I look forward to continuing my involvement with the Thames Valley SMB in the coming year.

Ollie Foxell

Service Manager, Youth Justice and Extra Familial Harm, Brighter Futures for Children, Reading. All MAPPA reports from England and Wales are published online at: <u>www.gov.uk</u>





Protecting Our Communities