



Thames Valley
Multi – Agency Public Protection Arrangements
Annual Report 2004 – 2005



Ministerial Foreword by Baroness Scotland

The work being undertaken to improve the safety of communities through the Multi-Agency Public Protection Arrangements (MAPPA) is vitally important and a priority for government. The annual reports for 2004/5 provide evidence of that active engagement. Violence and sexual abuse are unacceptable wherever they occur and it is evident that through MAPPA such offenders are identified and better managed than ever before. As the number of offenders within MAPPA continues to grow as expected there is clear evidence that the Responsible Authority, that is the local police, probation and the Prison Service, is addressing these additional demands by strengthening local partnerships, using new statutory powers to restrict the behaviour of offenders, returning offenders to custody where they breach their licence or order, and using the findings of research and inspection to strengthen national guidance and local practice.

Although it is never possible completely to eliminate the risk posed by dangerous offenders, MAPPA is helping to ensure that fewer people are re-victimised.

The active implementation of the Criminal Justice Act (2003) during the last year has clearly enhanced the ability of a number of agencies including health, social services and housing to work collaboratively with the Responsible Authority in assessing and managing those sexual and violent offenders in our communities who pose the highest risk of serious harm. For the continued success of MAPPA this collaboration together with the scrutiny of policy and practice must become the hallmark of these arrangements. Similarly MAPPA must integrate with other public protection mechanisms dealing with child abuse, domestic abuse and racial abuse.

For me one of the most exciting developments in this arena in the last 12 months has been the appointment of lay advisers to assist the Responsible Authority in the oversight of the arrangements. As ordinary members of the public these lay advisers represent a diverse, able and committed group of people who are now helping the statutory agencies to oversee the work being undertaken through MAPPA and communicate with the public more effectively. Without a growing sense of public knowledge and confidence about this work much of the benefits of the public protection arrangements will be lost.

I hope this annual report will be useful, informative and re-assuring to local communities. The agencies and individuals who have contributed to the achievement of MAPPA locally are to be commended.



Baroness Scotland

Minister of State for Criminal Justice and Offender Management

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We are pleased to jointly introduce the fourth annual MAPPA report for Thames Valley

We are now in our fourth year of MAPPA and I'm confident when I say that some crimes have been prevented and potential victims have been saved because of it. This report not only describes how MAPPA works and why; it details case studies, which demonstrate how our multi-agency work has been successful.

Despite this, I have to report that there was one identified high-risk offenders who committed a further serious offence while subject to the MAPPA process. It is distressing to know that there have been any victims of atrocious sexual and violent crime, despite the rigour of the procedures.

In this case, there was no indication, or information, to suggest that a further offence would be committed. We have to recognise that we will never be able to stop every offender who is determined to commit such heinous crimes from doing so and we know it is not possible to eliminate all risk posed by dangerous offenders.

What I can say, however, is that co-operative working relationships with all agencies are crucial in our work to protect the public from such offenders.

I welcome the appointment of Lay Advisers to the MAPPA and look forward to the community perspective their contributions will bring to the process.

I thank the police for the contribution they have made to MAPPA during 2004-05 and I warmly welcome the Prison Service, both as a new member of the Responsible Authority for MAPPA and as our partner agency in the National Offender Management Service.

I also extend thanks to all the agencies that have actively contributed to MAPPA and I commend this report to you.

Gerry Marshall

Chief Officer - Thames Valley Probation Area



The work undertaken by the many different agencies involved in MAPPA is underpinned by the Local Criminal Justice Board's commitment to share good working practice and to work in a more collective and collaborative way.

MAPPA is an excellent example of such work and Thames Valley Police is fully committed to its part in the process. Multi-agency work is all about reducing crime, preventing future victims and minimising the re-victimisation of people who have suffered at the hands of criminals.

This year there were 822 registered sex offenders in the Thames Valley and 565 Level 2 and Level 3 MAPPA cases. Some of these RSOs will also be counted in the Level 2 and Level 3 figures but all the figures are higher this year.

The main reason for this is the improved systems of notifying the responsible agencies of relevant violent cases, particularly domestic violence cases. Sophisticated methods of tracking down different kinds of sex offenders have also been developed and the introduction of the national Violent and Sex Offender Register (ViSOR) has helped us keep a closer eye on these offenders.

As we remain in the relatively early stages of the register, offenders have not reached – and some will never reach – the end of their registration period. We have taken stock of the demanding number of cases and have started to introduce structural changes and dedicated public protection units which we will detail in next year's report.

For this year, I too would like to thank everyone for their part in MAPPA and its growing strength in numbers.

Peter Neyroud

Chief Constable - Thames Valley Police



I am very pleased to be writing this foreword as the Prison Service joins police and probation as a constituent member of the Responsible Authority.

MAPPA has an important role to play in protecting communities in the Thames Valley and local prisons are in a good position to gather important information on prisoners they hold and to work on reducing their risk of causing harm.

The MAPPA process has provided a very effective mechanism for prisons to make a positive impact on public protection both before and after a prisoner's release.

During 2004-05 much work has been done to strengthen the contribution the Prison service makes to MAPPA and this is detailed in this report.

The public protection staff within the Thames Valley Prisons have contributed to a Prison MAPPA protocol covering Thames Valley, Hampshire and the Isle of Wight and they are becoming an integral part of MAPPA. Consequently, the whole criminal justice process is increasingly seamless as police, probation and prison staff work more closely together.

Please take the time to read this report. It shows just how much work is going on behind the scenes to protect the people of Thames Valley and to make it a safer place to live.

Bruce Davison

Head of Social Inclusion Strategy Unit - Thames Valley, Hampshire and the Isle of Wight.
Her Majesty's Prison Service



MAPPA – A National Overview

What is MAPPA?

Sexual and violent offences can affect deeply the lives of victims and their families. Their impact can be profound and long-lasting, leaving victims feeling unsafe, even in their own homes.

MAPPA stands for Multi-Agency Public Protection Arrangements, which first came into being in 2001 in all 42 police and probation areas in England and Wales. It provides a firm statutory basis for the work police and probation undertake to protect the public from such offenders.

This partnership is defined by sections 325-327 of the Criminal Justice Act 2003 and in April 2004, the Prison Service joined the police and probation services as the third constituent member of the 'Responsible Authority'.

Under the arrangements, we identify, assess and risk manage relevant offenders and, using the multi-agency approach, exchange and share information to help us manage risk as successfully as possible and to protect the public.

Public safety is the focus of all decision-making and the term 'public' is used to include both children and victims of domestic violence. The victims of serious crime are represented at MAPPA meetings by a victim liaison officer from the Probation Service Victims' Unit.

The following specific categories of offenders are overseen by MAPPA:

- Registered sex offenders (Category 1)
- Those who have committed other violent or sexual offences and have been sentenced to prison for 12 months or more (Category 2)
- Other offenders who are identified through standardised procedures as presenting a 'high risk of harm' to the public (Category 3).

Categories 1 and 2 are identified by police and probation staff who have responsibility for monitoring their behaviour either through sex offender registration (police) or post-release licence supervision (probation).

Other offenders are identified through their previous offending behaviour and are subsequently assessed as posing a risk of serious harm to the public because of their current behaviour. Those in this third category (Category 3) can be identified and referred into MAPPA by any agency and can provide the most significant challenge, especially concerning those not subject to any statutory supervision or order.

MAPPA should always be seen as the 'means' by which good public protection plans and outcomes are achieved and not the 'end' in itself.

Strengthening the MAPPA

The Government regards tackling sexual and violent crimes as one of its highest priorities and it has done a great deal in the past year to strengthen the MAPPA and the wider protection framework.

On April 5, 2004 new MAPPA provisions in the Criminal Justice Act 2003 came into force. These provisions help strengthen the MAPPA by:

- making the Prison Service part of the 'Responsible Authority' with police and probation;
- formalising the involvement of other agencies that can make an important contribution to helping offenders not to re-offend. The Act imposed a 'Duty to Co-operate' with the Responsible Authority upon:
 - Local Authority housing, education and social services
 - Health service bodies
 - Jobcentre Plus
 - Youth Offending Teams
 - Registered Social Landlords which accommodate MAPPA offenders
 - Electronic Monitoring providers
 - the appointment by the Home Secretary of two members of the public ('Lay Advisers') in each area to assist in monitoring the effectiveness of the MAPPA.

Work on the 'Duty to Co-operate' has been taken forward by two separate and complementary initiatives.

In many areas, the 'Duty to Co-operate', using strict information sharing protocols, formalises what had already begun to be established as good practice. The statutory basis of the duty has now ensured a more consistent engagement of all the agencies across England and Wales.

Secondly, the relevant Central Government Departments and the Welsh Assembly were involved in developing the Guidance which the Home Secretary issued on the 'Duty to Co-operate'.

The reform of the way in which child protection is organised, following the public inquiry into the death of Victoria Climbié, has reinforced the importance of effective joint working which the MAPPA has itself promoted.

The inclusion of an element of public scrutiny into this often complex and sensitive area of public protection, through the appointment of two Lay Advisers in each area, was carefully and successfully trialled and evaluated before being introduced nationally during 2004-05.

As the former Minister for Prisons and Probation, Paul Goggins, said: "Lay Advisers play a vital role...we are committed to giving them not only an insight into how this work is carried out but, more importantly, an opportunity to question what is being done and why."

Other Legislative Measures

In addition to this work, the Government also began to strengthen other statutory provisions. The most significant have been the Sexual Offences Act (2003) and the measures to introduce new sentences for 'dangerous' offenders (in the Criminal Justice Act 2003, from April 2005) which will keep some offenders in custody until they no longer pose a serious risk to the public.

The Sexual Offences Act overhauls the many antiquated sexual offences and plugs loopholes in the law. In updating sexual offences, it strengthens the law on rape and on sexual offences against children. It introduces new offences of 'sexual grooming' and extends the protection from exploitation in prostitution or pornography to children up to the age of 18.

For the first time, it is now an offence to buy sexual services from a child under 18, targeting those who abuse in this way.

The Sexual Offences Act also strengthens the sex offenders register, which has proved a valuable means by which the police can monitor convicted sex offenders within their area, and introduces new civil orders to help prevent further offences from being committed.

The Focus on Victims

In addition to all this work to tackle offenders, the Government has rightly placed much greater emphasis upon meeting the needs of victims. The victims of sexual offending are identified as a priority group within the National Victims and Witnesses Strategy. This strategy, which was published in July 2003, aims to improve support and protection for victims and witnesses by:

- Reducing the adverse effects of crime on victims and witnesses, and preventing secondary victimisation;
- Encouraging more victims and witnesses to come forward; and
- Offering more options to victims and witnesses, including alternatives to attendance at court.

These initiatives will help towards another key Government target, that of improving public confidence in the criminal justice system.

Case Study 1 - Tony

Category 3 – Agency referral due to suspected offending (Level 2 – MARMM)

Situation

One particular case was discussed at the local Multi-Agency Risk Management Meeting for several months due to grave concerns over the behaviour of the subject.

He was believed to be grooming and offending against children through developing inappropriate relationships with them, encouraging them to visit his house, buying them treats, giving them money, and emotionally manipulating them. The man had previously been cautioned, as a juvenile, for sexual offences against a younger child.

Thames Valley Police actively sought evidence to prosecute the man for further offences, but following consultation with the Crown Prosecution Service, decided that a criminal prosecution would prove very difficult, given the man's emotional hold over the children and their vulnerability.

Action

As a result of intelligence concerning his continued involvement with children and in the interests of public protection, it was decided that civil action, in the form of a Sex Offender Prevention Order (under the Sexual Offences Act 2003) should be pursued. Such an Order would allow for prohibitions to be in place to protect children, the breach of which would lead to criminal prosecution and could result in a term of imprisonment being imposed.

Thames Valley Project (a team of specialist Probation Officers and a forensic psychologist specialising in the assessment and treatment of sexual offenders in the Thames Valley area) was asked to prepare a risk assessment from all available file material, supplied by Thames Valley Police. A full 'paper' risk assessment was prepared, outlining significant concerns regarding the man's behaviour and his risk to children. This was presented as evidence to the Court.

Outcome

Joint work between Thames Valley Police and the Thames Valley Probation Area supported the imposition of an interim Sex Offender Prevention Order. This was imposed by Magistrates in respect of civil proceedings at the initial court hearing. The full SOPO has since been granted.

This case illustrates that policies and procedures are in place to help manage high-risk individuals in the community, including those not subject to statutory supervision.

MAPPA Key Achievements within Thames Valley

The Prison Service joins MAPPA

One of the important ways in which the Criminal Justice Act (2003) strengthened the MAPPA was to make the Prison Service part of the Responsible Authority.

The Prison Service has been given this enhanced role in recognition of the important part it plays in protecting the public by keeping offenders in custody; helping them to address the causes of their offending behaviour; and by undertaking other work to assist their successful resettlement.

A number of measures have been put in place across the prison estate to ensure that this will be effective and result in:

- Prompt identification of MAPPA offenders so that their details can be used in sentence planning arrangements, including interventions to manage and reduce risk
- Regular monitoring of the behaviour of those assessed as presenting the highest risk, and sharing information with police and probation colleagues
- Provision of all relevant risk management information to multi-agency meetings which help plan an offender's release
- At least three months' advance notification to police and probation of the expected release dates of those offenders who have been referred to the multi-agency public protection panel (MAPP), and at least six weeks notification of those being managed at Level 2 risk meetings (MARM)
- No changes being made to release dates or arrangements without prior consultation with police and probation.

The main focus of the Prison Service contribution is at an operational level. During 2004-05, all prisons in Thames Valley were signed up formally to MAPPA through a local protocol agreed between the Prison Service Area Manager, the Chief Probation Officer and the Chief Constable.

This protocol confirms what the Thames Valley MAPPA can expect of the Prison Area and the prison establishments within it. Each prison has identified a manager as its MAPPA Co-ordinator responsible for oversight of MAPPA work and liaison with partner agencies in the community.

Drawing on information and assessment made available by other MAPPA partners, and their own experience and knowledge, Thames Valley prisons have agreed to provide a contribution to the assessment of risk posed by each MAPPA prisoner and have agreed to manage sentences in ways intended to help reduce that risk in preparation for release.

This involves ensuring that prisoners attend challenging programmes designed to reduce offending as well as monitoring behaviour and contacts with other prisoners and individuals in the community.

Relevant information is then shared formally with MAPPA partners to enable appropriate measures to be put in place to provide protection for individuals and the public generally following release.

The Prison Service has an important role to play in protecting communities in the Thames Valley. Local prisons are in a good position to gather important information on prisoners they hold and to work on reducing their risk of causing harm.

The MAPPA process has provided a very effective mechanism for this to make a positive impact on public protection following a prisoner's release.

Other Achievements

Building on the national drive to strengthen MAPPAs, Thames Valley has refined its arrangements for the identification, assessment and risk management of relevant offenders and has enhanced its multi-agency approach. It has achieved this through:

- The strategic decision by Thames Valley Probation Area to appoint a Senior Probation Officer as a half-time MAPPAs Co-ordinator and half-time Victims' Unit Manager. This ensures a clear link between MAPPAs and victim work.

The postholder has attended various in-house and external meetings to promote consistency of MAPPAs practice and established a Probation MAPPAs Forum for middle managers for that purpose.

- Attendance by representatives from the MAPPAs Responsible Authority and the Health Service at a South East Regional Conference on 'The Duty to Co-operate from a Health Perspective' in February.
- Working jointly to recruit two Lay Advisers for MAPPAs, to sit on the MAPPAs Strategic Management Board. They will provide public insight into how the process is managed and be able to question what is being done and why. They will attend at least four meetings of the SMB each year and will remain in office for four years. They will not have any contact with offenders.

In next year's MAPPAs Annual Report, the Lay Advisers will report on a full year's observations.

- Thames Valley Police has ensured that the DCI who is a member of the Strategic Management Board has an active link with the Area Child Protection Committees and a standardisation of procedures to link child protection and public protection has been established.
- The Strategic Management Board (SMB) commissioned a half-day MAPPAs event for managers and practitioners on March 17, 2005 to launch the revised MAPPAs Protocol. The event was also an opportunity to brief partner agencies on issues arising from Probation Circular 10/2005, the National Early Release and Recall Protocol, Thames Valley Police Public Protection Units and Domestic Violence developments.
- Thames Valley Probation Area has provided police colleagues with Internet Sex Offender Risk Assessment training and more is planned.
- The MAPPAs Strategic Management Board reorganised its MAPPAs Co-ordination Panel (MCP) into a consultative and auditing body for local MAPPAs case meetings.
- ViSOR, the national Violent Offender and Sex Offender Register, was brought in by Thames Valley Police in December 2004. ViSOR's search and retrieval capabilities make it a powerful investigative tool, particularly for MAPPAs cases.
- Thames Valley was chosen by the Home Office to launch national media coverage when the 2003-04 annual sex offender and violent offender statistics were released in July 2004.

Case Study 2 - Jim

Category 2 Violent Offender (Level 3 – MAPPP)

Situation

A serving prisoner due for release was assessed as very high risk to the public as well as to police and probation personnel. The offender received a long prison sentence for a serious violence offence that endangered people's lives. The offence was a revenge attack committed days after the offender had been released on licence from a previous sentence.

During his prison sentence the offender continually challenged and complained about the prison staff and the prison system, and the work of the probation service including the risk assessments it produces.

Action

Six months before his non-parole date, the MAPPA process began. It was agreed that the offender posed a very high risk and that a co-ordinated multi-agency approach was required. At the Level 3 MAPPP, representatives came from the Police, Housing, Mental Health, and Social Services Child Care, along with an Assistant Chief Probation Officer, the Probation Officer supervising the case and a seconded Probation Officer from the prison.

Police intelligence highlighted concerns about the safety of specific staff. The MAPPA process was followed at a Level 3 MAPPP on a fortnightly basis prior to his release. As the offender was to be of no fixed abode and considered as dangerous, a referral was made to a probation hostel. The case was accepted following the hostel's high risk panel procedure.

The risk management plan was agreed within the full multi-agency process. The prison was able to help by providing prison security information. As the offender posed a very high risk, it was agreed that correspondence and visits in the prison be monitored. Visitors' details and a list of telephone calls made by the offender from prison were checked out by the police and fed back to the following meeting. Proposed addresses, provided by the offender, were also checked out by the Public Protection Team.

The Probation Officer seconded to the prison also worked with us by liaising with other prison staff who came into contact with the offender. This information was shared at the fortnightly MAPPP meetings. The Probation Officer also liaised directly with the offender on a regular basis to enable the panel members to have his views.

Outcome

The offender left prison and, as anticipated, did not arrive at the hostel. As an Action Plan had been drawn up and was in operation, within hours he was arrested and returned to prison.

This case highlights the importance of high-level, multi-agency co-operation and the valuable contribution made by the Prison Service. This enabled the Probation Service to provide a fully supported Risk Management Plan on his release and to ensure that the public were protected from the moment he left the prison gates.

How the MAPPA operate within Thames Valley

An explanation of how the arrangements work

During 2004-05, professionals from many different agencies across the Thames Valley have met regularly through MAPPA to consider the risk posed by identified and potentially dangerous offenders in the community (See Appendix 1).

Monthly meetings have been held in ten locations across the Thames Valley to discuss the cases of relevant offenders living in those areas and make decisions about their risk management.

All the factors relating to the offender and his/her offences will have been taken into consideration, as well as the welfare and protection of past victims and the general public.

The MAPPA joint chairs (most often a senior probation or police officer) decide what actions need to be taken and draw up action plans to manage that risk. Examples of this work in 2004-05 are detailed in the case studies in this report.

In the reporting year 2004-05 there were 822 registered sex offenders (763 in 2004-05), 435 violent and other sexual offenders (152 in 2004-05) and 125 other offenders (77 in 2004-05) covered by MAPPA.

The statistical information required this year has been extended to include the Level 2 data (rather than just Level 3 cases, as in previous years). Amendments have also been included to take account of the new orders provided by the Sexual Offences Act 2003. Both of these factors have significantly increased the figures.

There are several other reasons for the increased figures this year. The first is that the statistics will grow, year on year, as a cumulative effect of adding more offenders to the existing register. This added information, plus better and more robust data collection, with new agencies taking an active role in providing data, means the figures are more accurate than they have ever been.

The actual increase in the number of registered sex offenders (822 compared to 763 in last year's report) is 59. This should be viewed within the context of the Thames Valley, which has a population of 2.2 million. Not all of the 59 will be new cases, as some will be transfers in from other areas and may have been counted in another part of England or Wales last year.

Assessing the Risk

There are three levels of risk management that offenders fall into under the MAPPA process. The majority of offenders on the Sex Offender Register are not in the top two levels within MAPPA. Most offenders are in the middle level (Level 2). Statistical information in this report shows there are very few offenders who fall into the high or very high-risk category (Level 3).

The decision-making regarding the level of risk management needed for every offender referred into MAPPA relies upon approved risk assessment tools, shared information and professional judgement. Crucial to the identification of offenders referred to MAPPA are the features of the individual case.

The Offender Assessment System (OASys) is used by both the probation and prison services and was introduced electronically to both services during 2004-05.

Staff employed by statutory MAPPA agencies have been trained in the use of such risk assessment methods. These, together with clinical considerations relating to each MAPPA case on its own merits, are used to inform the process of management of the identified risk in the community.

The Levels:

Level 1 applies to MAPPA offenders who are appropriately managed by a single agency.

Level 2 encompasses offenders assessed as posing a higher risk level. These offenders are managed under Multi-Agency Risk Management Meetings (MARMs), bringing together relevant agencies, which are actively managing the risk.

During 2004-05 the Thames Valley MAPPA managed 505 offenders at Level 2

Level 3 is intended for the 'critical few' offenders who pose the highest risk or where the management of their risk is very complex and requires representation on the multi-agency panel at the highest level (MAPPP). The agencies previously mentioned would be involved, but their representatives would need to have sufficient seniority to be able to make decisions on behalf of their agency and allocate resources to manage the risk, where necessary.

During 2004-05 the Thames Valley MAPPA managed 60 offenders at Level 3

Key effective measures to reduce risk of offenders in the community are:

- Completion of programmes that address the causes of offending behaviour
- Controls on behaviour which are put into licences or orders
- Recall to prison if such parole licences are breached
- Intensive supervision by a probation case manager and/or police public protection officer
- The use of covert police surveillance (in some cases)
- Contingency plans and rapid response arrangements made with the local police
- Ensuring offenders receive appropriate mental health care
- Ensuring offenders are living in suitable accommodation
- Support networks involving voluntary agencies and sometimes the offender's family.

Critical to rigorous risk assessment is the collation and sharing of all information. This leads to informed decision-making about the management of the risk. The risk assessment is not a one-off activity and it must be regularly reviewed and monitored to ensure that any variation in the offender's risk status is reflected in the Risk Management Plan.

All partner agencies sign up to the MAPPA protocol, sharing information and agreeing joint action. The strict protocol does not allow for the sharing of this information with other agencies or outside parties who have not signed up to the formal agreement.

Managing the Risk

For offenders subject to statutory supervision, which can include community orders or post-release licence, there are National Standards stipulating minimum supervision contact levels and frequency of Risk Management Plan reviews, plus the opportunity to impose restrictive conditions, which are all rigorously enforced.

A post-release licence may contain a variety of conditions tailored to manage the risk posed by that individual offender.

An example of conditions often applied might be:

- Requirement to live at a particular address, for example approved premises (formerly known as probation and bail hostels) and to observe a curfew with an electronic tag.
- A ban on entering certain localities
- A ban on making contact with certain individuals or groups – particularly victims
- Restrictions on type of employment.

Failure to keep any of the conditions set will result in the probation service taking enforcement action and could result in the offender being returned to custody.

The Thames Valley Probation Area manages Home Office Approved Premises (hostels). These premises provide enhanced supervision of offenders and bailees in order to protect the public and reduce risk.

Within the Thames Valley there are five probation-run Approved Premises and one managed by a voluntary agency. These can all provide the additional level of monitoring and supervision needed for offenders who are subject to MAPPA. Offenders can be instructed to reside in Approved Premises through conditions imposed in community orders and post-release licence.

In exceptional circumstances, cases can be referred to the NPS Public Protection and Courts Unit, which can provide a national perspective and enlist the support of police and probation in other parts of the country. It can also provide additional short-term resources where these are deemed necessary.

In addition to statutory supervision (or instead of, when an offender deemed 'relevant' comes to the end of their licence) the police can take measures such as close monitoring and/or the application for a Sex Offences Prevention Order (SOPO).

SOPOs replaced and combined the Sex Offender Order and the Restraining Order under the Sexual Offences Act 2003, which came into force on May 1, 2004.

The SOPO contains conditions which prohibit an offender from engaging in certain activities, such as entering children's playgrounds or visiting public swimming pools. Breach of a SOPO is punishable by a maximum of five years' imprisonment.

During 2004-05 Thames Valley MAPPA applied for 8 SOPOs, 2 were initially granted as interim orders until the full orders came through. The courts eventually granted all 8 as full SOPOs.

Disclosure

Disclosure is another important tool used to manage the risk posed by these offenders. While every effort is made to reduce the need to disclose information about an offender, there are occasions when this must be done in the interest of public protection.

Disclosure may be to an individual, an organisation or to the wider public. Each case is considered individually and the Home Office Guidelines are always followed. In addition, the Thames Valley Police Legal Department considers the legality and proportionality of disclosure in each case.

Accredited Programmes

Thames Valley Probation Area runs a sex offender programme, which is Home Office accredited.

The National Probation Service has two principle aims in its work with sex offenders:

- To protect the public, particularly potential victims through the effective supervision of sex offenders
- To reduce the risk of re-offending

In order to contribute towards this, the Thames Valley Project, with the use of experienced specifically trained probation officers and a principal forensic psychologist, is responsible for the delivery of the Thames Valley Sex Offender Groupwork Programme.

The key elements of this work include:

- Risk assessment and management
- Making sex offenders aware of the damage caused to their victims
- Challenging sex offender denial by encouraging the offenders to take full and active responsibility for their sexual offending behaviour
- Reducing social adequacy deficits associated with sexual offending
- Development of effective relapse prevention strategies
- Individual work and support by the probation case manager

In order to achieve the above, pre-programme and assessment, together with psychometric testing, is used to identify what intervention/treatment is needed for each offender.

This would normally include an initial intensive two week group therapy Foundation block, followed by semi-intensive therapy of two evenings a week for 14 weeks for Victim Empathy and Life and then a further six months of once a week Relapse Prevention work. At the end of treatment a further assessment to evaluate individual risk and change is completed.

The work carried out with the offenders is for those subject to a community order with a condition of attendance and those who are subject to a post-custody licence with conditions of attendance.

During 2004-05, the Thames Valley Project developed training and ongoing consultancy for probation case managers to help them run a 1 - 1 Individual Internet Offender Treatment Programme.

The programme was devised in response to the ever-increasing demands for treatment places particularly from those who had committed internet offences. This, together with the growing expertise of the team working with this group of offenders, led to the development and implementation of this programme which has been well received, particularly by probation case managers

All of the above is dependant on the continued good working relationships, effective communication and co-operation between the various teams and agencies in the Thames Valley Area. Together we make a difference.

Case Study 3 – Brian

Category 2 – Sex Offender (Level 2 MARMM, escalated to Level 3 MAPPP)

Situation

The offender served a prison sentence for sex offences against young girls in his home village. The offences took place more than twenty years ago and were disclosed by one of the adult victims after a period of counselling. Police investigations led to two other adult women coming forward to disclose abuse which had taken place when they were children.

The offender had denied all the charges and was convicted after trial – reports of the trial and the judge's comments indicate the very high levels of distress on the part of the victims in having to give evidence.

During the period of adjournment for reports other victims came forward and these offences were taken into consideration in sentencing.

Action

The offender's Probation Officer began work on his case around a year prior to his release on post-release licence. By the time of the offender's release on licence the case had been extensively discussed at Level 2 (MARMM) and it had been agreed that he would be excluded from the village during the period of licence.

He and his family were highly resistant to this course of action and continually sought to challenge the decision. Initially he went to a Probation hostel and then to privately rented accommodation, after this address had been vetted by the Probation Service.

Throughout the period of the licence it was the offender's stated intention to return to his home to live once his licence expired, despite several interviews in which the impact of this course of action on the victims and their families was discussed.

The address was in very close proximity to a primary school and two secondary schools and, of more significance, very close to the homes of the victims and their families

The Probation Service Victims' Unit carried out extensive work with the victims and their families and it was apparent that it was their wish for the offender not to return to the village – they were highly distressed about the situation but equally seeking to keep the issue out of the public domain. In the light of the concerns of the MARMM regarding the possible media coverage of the case, and the threat to public order which this might involve, the case was raised to MAPPA Level 3 and meetings were held to put together a new Risk Management Plan. The Police Community and Race Relations Officer carried out a community risk assessment, and the MAPPA media protocol was put in place.

Outcome

A summary of the community risk assessment and concerns identified by the MAPPP were disclosed to the offender by his Probation Officer and the Public Protection Officer. It was made clear that there were identified risks of harm to him, and to his family and his business if he returned to his home address.

The offender sought legal advice and returned for a second interview with his solicitor. In the event, he accepted that he could not return to his home to live and confirmed that he was seeking alternative accommodation.

He stated that he wished to return to his home to clear his personal belongings and it was agreed that he would inform the Public Protection Officer when he planned to do so. The Public Protection Officer drafted an Acceptable Behaviour Contract to preclude contact with the victims' families and excluding the offender from the vicinities of the local schools. This was agreed by the offender and his solicitor.

This case demonstrates excellent collaborative work. It shows the behind-the-scenes working of a very real and sensitive case. A positive outcome was only possible through timely action and thorough information sharing to formulate a joint plan for managing the different risks this case presented.

Victim Work

Thames Valley Probation Area set up its Victims' Unit in 2001 in response to section 69 of the Criminal Justice Act 2000, which imposed a statutory duty upon the probation service to undertake victim contact work with the victims of sexual and violent offenders sentenced to 12 months or more in custody. This includes the families/partners of murdered victims.

The unit's victim liaison officers play an essential role within MAPPA. They contribute at multi-agency meetings and work with probation officers, police public protection officers and prison staff to ensure named victims are safeguarded from offenders.

The service offered to victims can range from correspondence by telephone or letter to face-to-face contact. We can often learn more about an offender's behaviour by talking directly to a victim, especially in domestic violence cases.

The work focuses on providing information to the victim about how the criminal justice system works after the offender has been sentenced.

It also provides them with a voice at certain key points of a prisoner's sentence, or ensures that preventative steps are taken to protect the victim from re-victimisation, including psychological distress. This can be in the form of 'no contact requirements' or 'exclusion zones' being part of a prisoner's post-release licence conditions.

The work carried out during an offender's prison licence period is an important part of their prison sentence, as it allows for a period of time when the offender is subject to monitoring and necessary intervention, which ultimately works towards reducing the risk of further harm to the victim.

Strategic Management Board

The MAPPAs in the Thames Valley are overseen by a Strategic Management Board (SMB) made up of senior managers from all of the agencies involved in the MAPPA process locally along with Lay Advisers appointed by the Home Secretary.

The SMB ensures that the MAPPA process is working effectively and sets the objectives for the year ahead.

During 2004-05, the Thames Valley SMB decided to reorganise its MAPPA Co-ordination Panel (MCP) into a consultative and auditing panel for local MAPPA meetings.

The MCP meets weekly to review all cases referred under MAPPA. Panel members are drawn from the Responsible Authorities and include a DCI from the Police Child Protection and Sexual Crimes Unit, the Thames Valley Probation Principal Forensic Psychologist and the Senior Probation Officer with specific MAPPA responsibility.

The role of the panel is to quality assure the MAPPA process by confirming:

- Appropriate identification of MAPPA offenders
- Appropriate information sharing
- Robust risk assessment supported by appropriate evidence that is defensible and proportionate.

This role is important both to confirm the appropriate level of supervision of dangerous offenders and the probity of the MAPPA statistics, which are published in this annual report.

Over the next year there are plans to expand the role of the MCP. This will involve devising processes to review all active MAPPA cases. The result will mean that a tighter rein is held on all cases, especially since the risk factors relating to offenders are always dynamic – meaning they can change at any time. This may result in a decision to move an offender up a level (or down) and to put more effective plans into action.

Training

During 2004-05, the SMB has been instrumental in organising training events, which have placed relevant agencies together and have promoted better joint working practice.

These include:

- A training workshop for police public protection officers on sex offender risk assessment
- Training events for new or promoted staff, as well as new training for experienced staff, to increase their knowledge and promote consistency of practice
- Workshops to promote the work of local MAPPA meetings and encourage agencies
- Written information.

The training plan, identified during 2004-05, for 2005-06 includes:

- Working with female sex offenders
- Joint Chair training on understanding the risk assessment process, tools and chairing meetings.
- Duty to Co-operate workshops – for those agencies still not engaging with MAPPA
- Linking Prisons – what TV Prisons provide to prisoners and the community. How to link local prisons to local MARMMs/MAPPPs.
- Use of police intelligence – a balanced and proportionate approach
- Promoting the statutory work of the Probation Service Victims' Unit.
- Criminal Justice Act 2003 – Sentencing. Cascading Probation's training to other partnership agencies.

MAPPA and the Media

A comprehensive protocol for the handling of sensitive MAPPA cases and serious incidents was jointly drawn up in 2003 and was widely used during 2004-05.

The protocol covers two key aspects:

- The timely sharing of information between agencies before a high profile offender or a media-sensitive offender is released from prison
- A co-ordinated approach to all media enquiries about sensitive, high profile or serious cases.

This protocol ensures the media can be given appropriate and up-to-date information, where relevant, and means they can access spokespersons from all related agencies. It gives wider coverage to the valuable contributions made by many agencies in the interest of public protection.

In addition to the protocol, there is a clear communications strategy for the timely release of the annual numbers of registered sex offender and violent/dangerous offenders, which takes place each July.

These figures always attract a lot of media attention, as the story is undoubtedly one of great public interest. In July 2004, the launch for the 2003-04 figures was held at Thames Valley Police headquarters in Kidlington and spokesmen from both the police and probation shared the many media interviews booked throughout the day.

Building on the previous years' experience, the information given to the media by communication staff from both services was comprehensive and the resulting coverage was, on the whole, an accurate reflection of the Thames Valley picture.

As well as the local launch, Thames Valley was asked to host the coverage for the national launch of the MAPPA statistics and this, too, was well attended and successful.

Case Study 4 - Robert

Category 2 –Sex Offender (Level 2 – MARMM)

Situation

The offender was sentenced to nine years' imprisonment for attempted rape and sexual assault against a girl. The victim had been invited to live in the offender's home with him, his wife and their children as she came from a family experiencing difficulties. The offender has always blamed the victim.

The probation officer responsible for supervising the post-release licence began planning for the man's release and initiated a MARMM. On his release, he went to a probation hostel for the purposes of public protection and rehabilitation. Preparation for this involved thorough negotiations with the Victims Unit, Social Services and the local Police Public Protection Unit, as the offender was returning to live near to his family. He has a teenage daughter of his own.

Action

Building on the Risk Management Plan already drawn up, the offender was assessed for inclusion in the Thames Valley Sex Offender Groupwork Programme. He had completed some treatment in prison but it was clear on release that the offender remained in a state of entrenched denial of any wrongdoing. He is now undertaking the whole community sex offender programme.

This case has been presented monthly at MARMM since his release to ensure that his risk is monitored on a multi-agency basis. Social Services undertake supervised contact between the offender and his daughter where he has tried to use intimidatory tactics towards workers. He has been advised about the provocative nature of aspects of his conduct towards his daughter. All agencies are concerned about the risk that he continues to present.

Police public protection officers have maintained regular contact with the offender and have undertaken observational exercises in order to monitor his movements and detect any possible unauthorised contact with adolescent girls.

The case manager (probation officer) consults regularly with all professionals involved, especially his key workers at the hostel so as to ensure that information is exchanged, the risk management strategy is consistently applied and staff are supported in resisting his attempts to manipulate and coerce. He has moved to another hostel and is now in approved employment.

Future plans will focus on resettlement in the community. He will be provided with appropriate advice and guidance in securing suitable accommodation and he will remain closely monitored and case managed under the terms of his post release licence until June 2007. Thereafter he will remain indefinitely registered as a sex offender.

This case illustrates the absolute necessity of effective multi-agency working with difficult offenders and the need to promote re-integration into society in a carefully controlled manner.

Statistical Information

1. Category 1 MAPPA offenders: Registered Sex Offenders (RSO)

i) The number of RSOs living in Thames Valley on 31st March 2005.	822
ia) The number of RSOs per 100,000 head of population.	39
ii) The number of sex offenders having a registration requirement who were either cautioned or convicted for breaches of the requirement, between 1st April 2004 and 31st March 2005.	4
iii) The number of (a) Sexual Offences Prevention Orders (SOPOs) applied for (b) interim SOPOs granted and (c) full SOPOs imposed by the courts in Thames Valley between 21st May 2004 and 31st March 2005.	a) 8 b) 2 c) 8
iv) The number of (a) Notification Orders applied for (b) interim Notification Orders granted and (c) full Notification Orders imposed by the courts in Thames Valley between 1st May 2004 & 31st March 2005	a) 0 b) 0 c) 0
v) The number of Foreign Travel Orders (a) applied for and (b) imposed by the courts in in Thames Valley between 1st May 2004 & 31st March 2005	a) 0 b) 0

2. Category 2 MAPPA offenders: Violent offenders and Other Sexual offenders (V&OS)

vi) The number of violent and other sexual offenders (as defined by Section 327 (3), (4) and (5) of the Criminal Justice Act (2003)) living in Thames Valley between 1st April 2004 and 31st March 2005	435
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3. Category 3 MAPPA offenders: Other Offenders (OthO)

vii) The number of 'other offenders' (as defined by Section 325 (2)(b) of the Criminal Justice Act (2003)) between 1st April 2004 and 31st March 2005.	125
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4. Offenders managed through Level 3 (MAPPP) & Level 2

(viii) Identify how many MAPPA offenders in each of the three Categories (i.e. (1)- RSOs, (2)- V&O and (3) - OthO above) have been managed through the MAPPP (Level 3) and through local inter-agency risk management (Level 2) between 1st April 2004 and 31st March 2005.		Level 3	Level 2
	RSO	38	301
	V&O	121	22
	OthO	10	82
(ix) Of the cases managed at Levels 3 or 2 (i.e. (viii)) between 1st April 2004 and 31st March 2005 how many, whilst managed at that Level:		Level 3	Level 2
	(a) Were returned to custody for a breach of licence?	a) 6	a) 42
	(b) Were returned to custody for a breach of a Restraining Order or Sexual Offences Prevention Order?	b) 1	b) 2
	(c) Were charged with a serious sexual or violent offence?	c) 1	c) 1

Partnership agencies in the Thames Valley

Thames Valley Police

On each of the Police Areas (Basic Command Units) an officer of the rank of Superintendent or Chief Inspector represents the police on the local Multi Agency Public Protection Panel (MAPPAs). Day to day assessment and management of each case is carried out by suitably trained staff. The responsibility for the management and monitoring of each case is thereby held locally.

The police also provide the administration for the MAPPAs process across the Thames Valley. They act as a central referral point, disseminate information to each MAPPAs area and maintain the Thames Valley MAPPAs database.

An overview of the process is retained by the Assistant Chief Constable (Operation Support) via a comprehensive policy and guidance document and regular reviews.

Thames Valley Probation Area

The Probation Service has a statutory responsibility to protect the community from offenders but with a focus on community sentences and offender resettlement and rehabilitation.

Their main role in the MAPPAs process is to provide:

- Information and intelligence
- Expertise in assessing the level and nature of risk
- Managing offenders in the community (including offenders they may not be working with statutorily)

On each MAPPAs local arrangement and casework is overseen by a Senior Probation Officer. Specialist caseworkers manage the cases on a day today basis.

Social and Health Care Services

The two departments with specific responsibilities are those covering Mental Health and Child Protection.

Mental Health caseworkers can provide the MAPPAs with general advice in relation to mental health issues. They can also work with offenders with mental health problems and provide treatment and /or detailed mental health assessments.

Child protection officers ensure that risks to children generally and specifically within the family and social circle are not overlooked and that plans take account of their needs.

Housing

Local Authorities have a statutory obligation under the Housing Act 1996, and the Allocation of Housing (England) Regulations Act 2000, to provide housing for people who find themselves homeless as long as this has not occurred intentionally. The role of the Housing Authority in the risk management process is to represent housing enablers (Local Authorities) and providers (often Housing Associations). They contribute information on appropriate housing for offenders being considered as part of the MAPPAs process and how they can be housed safely.

Health

Health has a key role in the MAPPAs process and can make a significant contribution particularly in the field of mental health. In some areas the local MAPPAs have built successful links with local services and are reaping the benefits. They are working hard to consolidate these successes across the Thames Valley as a whole.

Prison Service

Prisons within the Thames Valley are represented on MAPPAs by Governor grade staff who are able to provide detailed intelligence and assessment on prisoners who will be released into the Thames Valley. They are able to help prepare prisoners for safe release by arranging for them to undertake treatment programmes agreed by the MAPPAs while in prison, and to ensure that any surveillance/escort arranged on the day of release is properly co-ordinated. They are also able to bring prisoners who will be resettling in Thames Valley but are imprisoned in other parts of the country back to a local prison towards the end of their sentence to help local agencies to prepare for safe release.

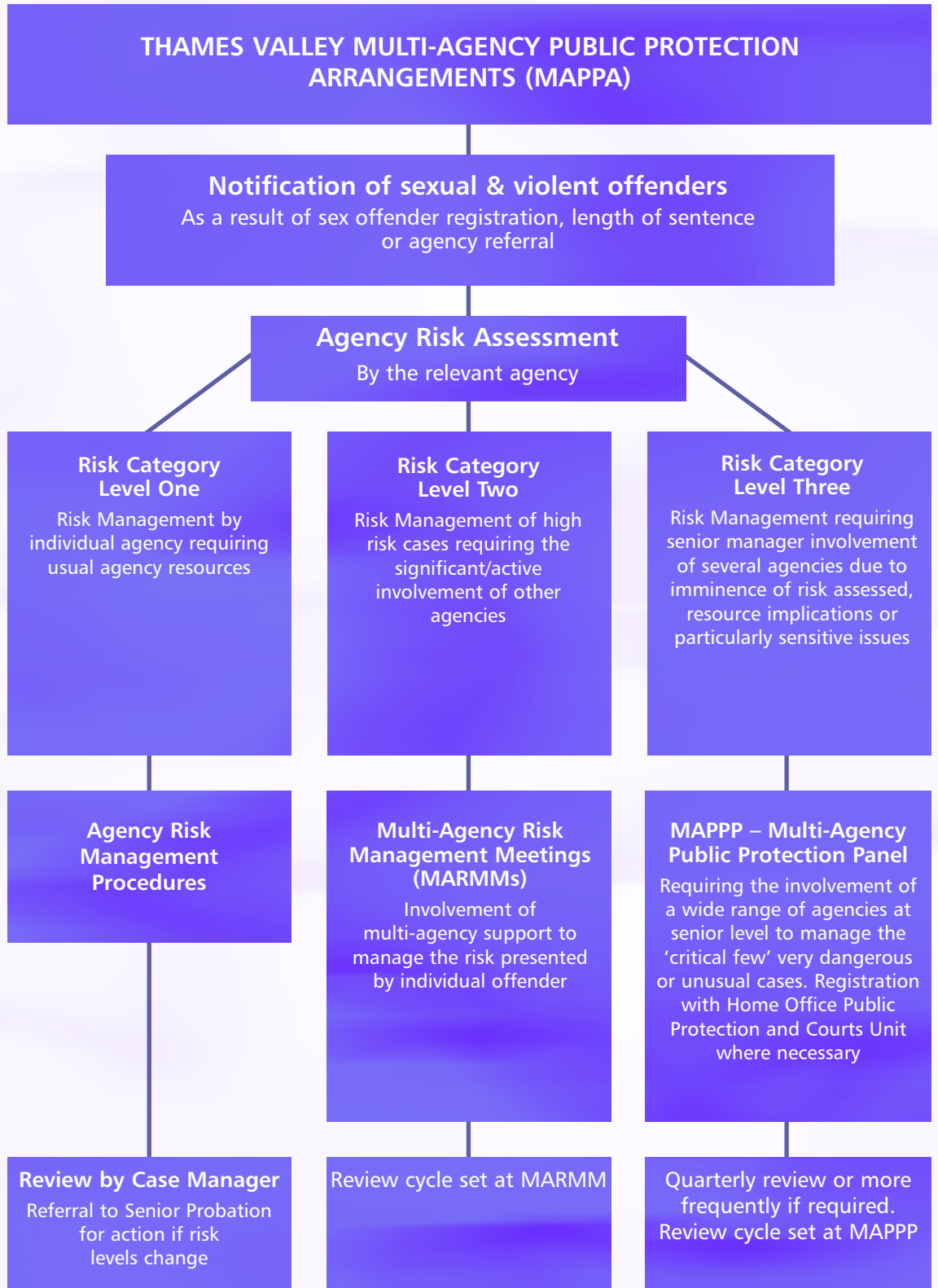
Youth Offending Teams

Although the MAPPA arrangements deal primarily with adults, some young offenders meet the criteria for inclusion in the process. YOTs have a wealth of information and assessment to offer and often have had considerable contact with the offender and their family. They are able to collaborate with others in developing and delivering plans to manage risk for those offenders for whom they are directly responsible and often for some time after they become adults.

Abbreviations Checklist

ACPC	Area Child Protection Committee
HMPS	Her Majesty's Prison Service
LCJB	Local Criminal Justice Board
MAPPA	Multi-Agency Public Protection Arrangements
MAPPP	Multi-Agency Public Protection Panel (for Level 3 high, very high or complex cases)
MARMM	Multi-Agency Risk Management Meeting (for Level 2)
MCP	MAPPA Co-ordination Panel
NPS	National Probation Service
OASys	Offender Assessment System
PPO	Public Protection Officer
SMB	Strategic Management Board
TVP	Thames Valley Police
TVPA	Thames Valley Probation Area
YOT	Youth Offending Team

Appendix 1 :
MAPPA Flowchart



Agency Contact List

Thames Valley Police	01865 846000
National Probation Service (Thames Valley)	01869 255300

For Social Services and Housing issues contact:

Oxfordshire County Council	01865 792442	
Milton Keynes Council	01908 691691	
Buckinghamshire County Council (Social Services)	01296 395000	(Housing)
	Aylesbury	01296 585858
	High Wycombe	01494 461000
	South Bucks	01895 837200
	Milton Keynes	01908 691691
	Chesham	01494 830992
Slough Borough Council (Social Services)	01753 552288	Slough Borough Council (Housing)
		01753 690801
Royal Borough Windsor & Maidenhead	01628 798888	
Bracknell Forest Council	01344 352000	
Wokingham District Unitary Authority	0118 974 6000	
Reading Borough Council	0118 939 0900	
West Berkshire Council	01635 42400	

Victim Support:

Aylesbury*	01296 395946
Bracknell	01344 411411
Chiltern*	01296 395946
High Wycombe*	01296 395946
Maidenhead/Windsor	01628 636367
Milton Keynes	01908 607 989
North Oxfordshire	01295 277990
Oxford & District	01865 751511
Reading	01344 429967
Slough	01753 535266
South Oxfordshire	01235 516840

Youth Offending Teams:

Bracknell Forest YOT	01344 354300
Aylesbury YOT	01296 434624
High Wycombe YOT	01494 463443
Maidenhead YOT	01628 683280
Milton Keynes YOT	01908 391000
Oxfordshire City YOT	01865 721212
Oxfordshire North YOT (Banbury)	01295 709908
Oxfordshire South YOT (Wantage)	01235 776100
Reading & Wokingham YOT	0118 9390420
Slough YOT	01753 522702
West Berkshire YOT	01635 553600

* Same number for all 3 offices

Prison Service:

Aylesbury YOI	01296 444000
HMP Bullingdon	01869 353100
HMP Grendon*	01296 443000
HMP Reading YOI	0118 9085000
HMP Springhill*	01296 443000
HMP Woodhill	01908 722000

*Same number for both Prisons

