



Thames Valley
Multi-Agency Public Protection Arrangements
Annual Report 2003 - 2004

Foreword by
Gerry Marshall,
Chief Officer of
Thames Valley
Probation Area:

'The publication of this year's annual report for MAPPA follows hard on the heels of both television and radio coverage of this very important work in protecting the public from harm from potentially dangerous people in our communities.

'I hope this report reinforces very clearly that we now have in place successful, effective and rigorous arrangements to manage these offenders. In Thames Valley specifically we are very proud of the fact that there have been no cases of identified offenders subject to MAPPA re-offending.

'This success is the result of the intensive, multi-agency attention that has gone into each offender (and of which the offenders themselves are very aware), and the result of rigorous enforcement action. Examples of this can be found throughout this report.

'I believe the success of MAPPA is so significant that members of the community should feel confident that all possible measures are being taken. I do, however, welcome the prospect of lay involvement in MAPPA. The public cannot be expected to feel confident in a closed system of accountability.

'Sexual and violent offenders do complete their sentences and return to the community. The Probation Service's job is to supervise them and to work towards their successful rehabilitation. I am glad that the public is better informed about this aspect of our work, so that we can work with others to release these offenders safely back into the community.

'Readers may be concerned that the number of people on the register is growing. As with any new registration process the numbers will continue to rise until the system has been in place for some time. Indeed, the fact that the numbers have gone up means that the same rigorous standards of monitoring now reach more people, and re-offending becomes less likely.

'I do commend this report to you. It marks another step in the increasingly collaborative and joined-up working of the various criminal justice organisations, and their improved links to important local services such as Housing, Social Services and the voluntary sector.

'Nowadays the public only hear about those offenders who do re-offend. This report allows us to be proud of the work we have all done to reduce re-offending, and to make it known more widely.'



Gerry Marshall, Chief Officer, Thames Valley Probation Area





'Welcome to this third annual report of the Thames Valley Multi – Agency Public Protection Arrangements (MAPPA).

'Protecting the public from dangerous offenders is a key priority for everybody and the purpose of this report is to demonstrate how partner agencies across Thames Valley have been working together to achieve that goal.

'This is not an easy task. In fact, it is very complex and the challenge of managing these offenders and balancing the needs of victims, families and the communities in which they live is an imposing one.

'Since the arrangements were introduced in 2001, working practices have developed and matured as agencies have learned not only about each other but how to improve effective working on the ground.

'All of this work needs to be done within the intense media interest which is generated around such offenders and their crimes.

'With that in mind, it is critical that the public are reassured by the protection that the MAPPA process brings. The successes of last year will not mean much unless the MAPPA continues to learn and develop and with that in mind, there are several key measures which will be introduced in the forthcoming year.

'The appointment of lay advisers to the Strategic Management Board will increase public scrutiny and accountability, while the introduction of a national database (ViSOR) will link all Police Forces and provide better information sharing and investigative tools. The future restructuring of Thames Valley is also designed to enhance partnership working.

'I hope that you find this report informative and reassuring.'

Peter Neyroud, Chief Constable, Thames Valley Police

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What is MAPPA?

MAPPA stands for Multi-Agency Public Protection Arrangements. These arrangements exist to provide the framework for the co-ordinated risk management of potentially dangerous offenders by different agencies. Its aim is to protect the public from these offenders once they are given community sentences by the courts or released from prison.

The plain truth is that very few prisoners will never be released back into society. MAPPA has been designed to ensure that any released prisoner or any other offender in the community who poses a risk is thoroughly assessed and rigorously monitored.

While serious sexual and violent offenders can expect to serve long terms in prison, only 22 of the current, national population of more than 70,000 will never be released. So it is essential that effective and robust arrangements are in place to manage serious offenders once they have the right to return to the community.

The figures shown in this report represent the total number of MAPPA offenders in the Thames Valley who fall under section 67 & 68 of the Criminal Justice and Court Services Act 2000. For 2003-04, this can be broken down into 'Registered Sex Offenders' (763), 'violent and other sex offenders' (152) and 'other offenders' (77).

In practice, only a small proportion of offenders (49) pose a high or very high risk and it is only these offenders who are managed by a Multi-Agency Public Protection Panel (MAPPP).

These figures should be also viewed in context. The Thames Valley covers Berkshire, Buckinghamshire and Oxfordshire and has a total population of just over 2.1 million.

There are over 70 different violent and sexual offences included in the legislation defining violent offenders and other sex offenders, the majority of which would not be considered the most serious. However, the threshold of 12 months imprisonment or more is intended to include those offenders who have the potential for causing serious harm in the future.

The number of Registered Sex Offenders in the Thames Valley this year (763) is higher than last year (563), which was the second lowest in England and Wales. This number should not be viewed as alarming because of the register's cumulative effect. People placed on the register remain on it for a minimum of five years and, sometimes, for life, so the figure will grow, year on year.

There are three levels of seriousness within MAPPA and the majority of those on the Sex Offender Register are not in the top two levels. Statistical information in this report shows there are very few offenders who fall into the high or very high risk categories.

MAPPA has been in place since 2001 in all 42 police and probation areas in England and Wales. Under the arrangements, panels of professionals meet to assess the risk posed by potentially dangerous offenders in the community and to decide what action needs to be taken before and after their release, so we can manage the risk successfully.

The most important work undertaken by the MAPPA is carried out locally. This is to ensure that all the elements are in place before a sex offender or violent offender is released into the community. Our experience is that careful planning and action by a range of agencies working together is vital to make this work effective.

The police and probation service are constituent members of the 'Responsible Authority'. This partnership is defined by sections 325-327 of the Criminal Justice Act 2003. Throughout England and Wales the police and probation service share the responsibility for MAPPA and meetings are held in each of the ten police Basic Command Units in the Thames Valley.

These units are:

Aylesbury Vale	Oxford	West Berkshire
Northern Oxfordshire	Reading	Southern Oxfordshire
Chiltern Vale	Slough	
Milton Keynes	Thames Forest	

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

We will look at all the elements in great detail and work out how best to manage any offender whose offences mean they come under the MAPPA process. Housing, for example, is a key issue. We will work together to ensure both the community and offenders are safe in any chosen location.

We may decide that an offender is better placed in a probation hostel, where the offender's movements are closely monitored and where he or she will take part in specialist offending behaviour programmes. This procedure works well and, in the majority of cases, means we can slowly move that person on to an independent – and crime-free – life in the community.

Offenders with health issues, particularly substance misuse and mental health problems, may need to be fed straight into treatment programmes in the community, rather than face a lengthy wait. This kind of fast-tracking is vital if we are to reduce the likelihood of further offending.

Likewise, we may, using a multi-agency approach, decide that an offender has to be placed under police surveillance (either overt or covert), so that we know where they are and exactly what they are doing all of the time.

All of these measures are designed to protect the public and reduce further offending. Since 2001 we have proved that a multi-agency approach works in the Thames Valley. As you will see in this report, we have not had any serious incidents relating to the highest risk offenders who are under MAPPA.

What is MAPPA? cont.

How do we define 'risk'?

The risk management structure is based on the principle that cases should be managed at the lowest level consistent with a comprehensive and defensible risk management plan. The higher level cases (Level 2 and Level 3) are assessed both in terms of risk and of risk management and the complexities of the case.

There are three levels of risk which offenders fall into under the MAPPA process. The first, **Level 1** is the lowest risk and these people will be managed by a single agency, usually the probation service, but occasionally the police.

Level 2 offenders pose a higher risk and are managed under Multi-Agency Risk Management Meetings (MARMMs), which usually means the probation service and the police, plus any other agency the MARMM decides should be actively involved.

The third level, **Level 3**, is high risk. We use comprehensive and sophisticated assessment tools to ensure that offenders are placed at the correct level and, as you will see later on in this report, we have an ongoing, extra 'check' through the MAPPA Co-ordination Panel (MCP).

A **Level 3** offender is deemed high risk. A 'risk of serious harm' is generally defined as a risk which is life threatening and/or traumatic, and from which recovery, whether physical or psychological, can be expected to be difficult or impossible. This might apply to both the offender and a potential victim, so the stakes are high.

Within **Level 3** some are deemed very high risk or complex. This category is known as 'the critical few'. With these offenders, the most comprehensive level of work is carried out under the MAPPA process by MAPPPs, which stands for Multi-Agency Public Protection Panels.

At this level, a comprehensive panel of professionals will meet to discuss the individual and work out a detailed plan of supervision and action which needs to be taken.

Key effective methods and strategies to reduce risk are:

- Completion of programmes that address the causes of offending behaviour
- Controls that are put into licences or orders
- Intensive supervision
- Contingency plans and rapid response arrangements
- Support networks
- Being clear about the offender's ability to self-manage his or her own risk factors.

Since 2001, more and more partner agencies have joined the police and probation service in the whole MAPPA process. These partners include Social Services, Housing, Health, Youth Offending Teams and the Prison Service.

The victims of serious crime are represented at the MAPPA by a victim liaison officer from the Probation Service Victims' Unit.

All partner agencies sign up to the MAPPA protocol, sharing information and agreeing joint action, to maximise the amount of protection for the public from potentially dangerous offenders. 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.

MAPPA is a very specific statutory requirement relating to the assessment and management of specific groups of offenders.

It does not represent the entirety of public protection work and should always be seen as the 'means' by which good public protection plans and outcomes are achieved and not the 'end' in itself.

MAPPA in the Thames Valley are overseen by a Strategic Management Board (SMB), which ensures that all parties signed up to the MAPPA protocol act appropriately and that the MAPPA process is working effectively. The Board monitors the effectiveness of MAPPA work.

In the past year, the following key achievements have been recognised by the SMB in Thames Valley:

- The setting up of the MAPPA Co-ordination Panel
- No serious incidents
- Examples of excellent MAPPP work with very high risk offenders
- Issuing of revised MAPPA protocol for local working
- Training for public protection officers, superintendents & senior probation officers
- Introduction of MAPPA media protocol arrangements
- Participation in a Radio Four programme about MAPPA work.

Key Achievements

MAPPA Co-Ordination Panel

One of the key achievements for the Strategic Management Board has been the setting up of the MAPPA Co-ordination Panel (MCP), which was established in October 2003. Its purpose, as identified in the MAPPA protocol, is as follows:

'To demonstrate public accountability, consistency in assessment and adherence to Government expectations in relation to MAPPA, namely:

- Appropriate identification of MAPPA offenders
- Appropriate information sharing
- Robust risk assessment and management'

The Thames Valley MAPPA Co-ordination Panel meets weekly to review all cases referred under MAPPA. Panel members are drawn from the constituent members of the 'Responsible Authority' and include the DCI Child Protection and Sexual Crimes Unit, Police Public Protection Manager, Thames Valley Probation Principal Forensic Psychologist and a Thames Valley Senior Probation Officer with specific MAPPA responsibility.

The role of the panel is to quality assure the MAPPA process by confirming that assessments are supported by appropriate evidence and are defensible and proportionate.

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

The establishment of this panel means there is now an effective way of reviewing all active MAPPA cases. It also means that a tight rein is held on all cases, especially since the risk factors relating to offenders are always dynamic – they can change at any time and the decision has to be taken quickly to move an offender up a level (or down) and to put effective plans into action.

Serious incidents

No offenders under the MAPPA process in Thames Valley were convicted of a serious sexual or violent offence between April 1 2003 and March 31, 2004.

This does not mean that some have not been recalled to prison for breaching the requirements of either their sex offender registration, or their licence conditions. Of the 763 Registered Sex Offenders in the Thames Valley during this timescale, one was cautioned/convicted of breaching the requirements of sex offender registration.

There were 49 offenders covered by full Multi-Agency Public Protection Panels between April 1 2003 and March 31, 2004. These included 28 Registered Sex Offenders, 13 violent offenders and eight 'other offenders'.

Of these 49 offenders, nine were returned to custody for a breach of licence and two were sent back to prison for a breach of a restraining order or a sex offender order.

Thanks to the MAPPA process, these eleven offenders were recalled before they committed any offences. Breaching something as simple as a curfew time or visiting a pub (when not doing so is a condition of licence) is enough for that offender to lose their liberty. It is only under the MAPPA process that these kinds of breaches are easily identified and can be acted upon promptly.

In March this year, a Senior Probation Officer in charge of one of Thames Valley Probation Service's hostels and a Sex Offender Liaison Officer for Thames Valley Police were both presented with an award by Thames Valley Police Chief Constable, Peter Neyroud.

The award was in recognition of their excellent work in the management of high risk offenders. The level of expertise and joint working shown by both the recipients cannot be underestimated and has made a significant contribution to both public protection and the safe, crime-free reintegration of former offenders into the community.

Below are some real examples of good working practice for victims, at both MARM meetings (Level 2, medium risk) and work at the MAPPP stage (Level 3, high or very high risk) which has been carried out in the Thames Valley.

1. A minor was sexually abused by a female, which attracted much press interest. It was first brought to my attention at a MAPPP some weeks before we got the referral. There was a risk of vigilante action against the offender from the local community and other relatives on her release, and an ongoing risk to her children. Agencies involved:

- Police
- Probation (victim)
- Probation case manager (offender)
- Social Services
- Housing
- Victim Support

We worked together to re-locate the offender on release with minimum possible disruption to her children, and to protect her family from retaliation. Police involvement assisted us in protecting the interests of the child victim and general public safety.

2. A woman had been kidnapped by her ex-partner, who was also the father of her baby. There was an ongoing risk of harm to her on his release. MAPPA assisted in the imposition of stringent exclusion areas; communication helped swift reassurance to the victim when she thought she had seen the offender locally. All parties were notified immediately and he was recalled on licence.

3. A mentally disordered offender, who had been given a short sentence and was to be released soon due to "untreatability" of his mental illness, had seriously assaulted the victim.

The victim was extremely frightened of physical and psychological harm. The MAPPA conference was able to provide reassurance that he would be detained for psychiatric assessment and was unlikely to be released in the near future.

4. A domestic violence case. There were risk issues concerning the victim, her family and social services professionals. MAPPA enabled a full risk assessment and identification of potential victims, plus specific post-release licence conditions on the offender to protect all those at risk. As the victim was fairly "nomadic", the various agencies were able to communicate via MAPPA to identify the whereabouts of victim and offender.

Examples
of excellent
MAPPP
work

Case
Studies:
Working for
victims
by Thames Valley
Probation Area's
Victims' Unit
Manager

Paedophile
released on
non-parole
licence
by a probation
hostel manager

Background Information

X, a 31-year-old white male was released on non-parole licence in August following a six year sentence of imprisonment for the offences of indecent assault and gross indecency on young boys.

While in custody, X admitted to a further offence of indecent assault on an eight-year-old boy and was sentenced to three years' imprisonment to run concurrently. X had two previous convictions for indecent assault against boys.

A High Risk Panel Meeting was held prior to X's acceptance by a Thames Valley probation hostel. At this meeting it was decided that, given he presented a very high risk to children, (particularly boys in his preferred age group), a further assessment should be undertaken.

He was visited in prison by the Hostel Manager, the police's Sex Offender Liaison Officer and the probation service's Principal Forensic Psychologist. Following this visit a MAPPP meeting was also held and a risk management plan was prepared.

Risk Management Plan

1. Hostel accommodation was identified
2. Stringent licence conditions were imposed to enable effective management of risk
3. Sex Offender Registration was to take place upon his arrival at the hostel.
4. The police sex offender liaison officer and the hostel manager (a senior probation officer) were to reinforce his licence conditions.
5. Hostel staff to log X in and out of hostel and record his clothing on departure.
6. X to keep a movements diary and produce bus tickets etc. to validate his diary.
7. X to report to hostel staff every three hours
8. Staff to log any concerns on a daily basis and regular information exchange to take place between staff and police
9. Regular liaison between X's probation case manager and his hostel keyworker.
10. Referral to Thames Valley Sex Offender Programme.

In November, X received a formal warning on his licence from the Hostel Manager and the police's Sex Offender Liaison Officer after he admitted visiting a local leisure facility. The warning also dealt with inappropriate comments he had made in the hostel, which related to children.

In December staff noted that X was selling personal possessions such as his TV and bike. He told staff he was selling the items in order to buy presents for a friend. On Christmas Day, X did not return to the hostel for his Christmas lunch. He later returned stating he had eaten lunch in a pub.

Staff found this explanation rather implausible and noted he had glitter on his face and several painted nails which looked as though a child had used a glitter kit on him. When questioned about his appearance X stated a woman had painted his nails in the pub.

Staff continued to log concerns that day and information was later received that X had spent Christmas morning with a local family "watching the children open presents".

The Probation Service's Principal Forensic Psychologist was contacted. He deemed X a dangerous entrenched paedophile who could well be grooming his next victim. X was quickly placed under police surveillance and within the first hour was seen to enter a local flat.

Police checked the address with the council and it was confirmed the occupant was a single parent who lived there with her disabled son, aged nine, and her daughter.

Outcome

X was recalled to prison and following statements from probation staff, the psychologist and the police there was sufficient evidence to successfully apply for, and obtain a Sex Offender Order. This will enable X's risk to be monitored and managed even more closely upon his eventual release.

Good
joint
working
on a
MARMM
case

Another Senior Probation Officer who is the manager of one of Thames Valley's five probation-run hostels writes the following:

'I want to relay the very close relationship that this hostel has had with our local police public protection team. This includes two members of their team (one police officer and one civilian) attending the monthly Hostels High Risk Panel Meetings.

'Although the hostel management team does, ultimately, make the decision about admissions to the hostels, this is after discussion with the police. Information is shared and decisions are made collaboratively about how risk should be managed.

'A recent example is where a sex offender referred to the panel for a place in a hostel was accepted at one of our other hostels.

'Part of this man's release plan was that he was to be included in the Thames Valley pilot scheme of Circles of Support and Accountability, where specially-trained volunteers 'circle' the sex offender and assist greatly with their reintroduction into the community.

'The offender had to sign an agreement to say he would not re-offend and the 'circle' offered support and guidance. This, in addition to the plan both police and probation had in place, put in an extra layer of protection for the general public.

'However, nearer to his admission date, it was brought to our attention that there were no Circles of Support and Accountability volunteers available in the area.

'After a further discussion at the Hostels' High Risk Panel Meeting, it was decided that as volunteers were available in our area, his risk would be better managed by this hostel. His case would also be monitored by the local MARMM.

'In addition to attendance at the Hostels' High Risk Panel Meetings the police public protection officers attend the hostel for regular updates and information sharing on all our high risk offenders.

'Where it is appropriate, residents will be seen by both the police and hostel staff so they are aware that we are working closely together. This has happened on a regular basis with a sex offender who is assessed as very high risk and has had tight conditions set by the MARMM. These include reporting into hostel staff every two hours when he is not at work.

'When it became clear that he was testing the limits of his licence by giving inaccurate information, he was confronted and warned about his behaviour and advised that he was at risk of having his licence revoked and of being recalled.

'Hostel staff will also feed into the MARMM process by either attending directly or passing information on to probation case managers and the police public protection officers, to be shared at the meeting.'

This year we revised and reissued the MAPPa Protocol, which we first introduced in 2001. This joint piece of work, by Thames Valley Probation Area and Thames Valley Police contains detailed advice on running and managing MAPPa in the Thames Valley. It also contains strict guidance on information sharing between agencies and information on how to refer individuals to MAPPa.

Organisations which have signed up to the protocol agree to share detailed information on individuals, but only within the protocol and not to third parties.

Training

As part of the MAPPa Co-ordination Panel's remit to assist in making operational the strategic principles which underline the MAPPa process, two training events were organised under the panel's auspices.

These ran in December 2003 and February 2004 and were delivered by Thames Valley Probation Area's Principal Forensic Psychologist and a Senior Probation Officer with special expertise in risk assessment and management.

The first training event was for probation and police staff who chair MAPPa meetings. The specific overall aim of the training events was:

"To ensure all lead managers use a consistent and accountable approach when taking responsibility for Risk Assessment and Risk Management of Offenders in the Thames Valley area."

Specific objectives were as follows:

1. To provide an understanding of the theoretical basis of Risk Assessment and Risk Management of offenders who fall within the MAPPa legislation.
2. To explain and put into practice the Risk Assessment Tools used by Thames Valley Probation Area.
3. To identify means of using Risk assessments to identify MAPPa levels 1, 2 and 3.
4. The training covered how the different MAPPa levels are allocated to cases according to the number of agencies involved and the level and type of risk involved – e.g. risk to whom, of what, in which circumstances etc. Four core functions of the MAPPa process were identified:

- Identification and classification of MAPPa cases
- Sharing of relevant information
- Assessment of the risk of serious harm
- Management of the assessed risk.

The second one-day training event was for public protection officers from Thames Valley Police. The day summarised key information from the first training event, with particular emphasis on relevant practice issues.

Issuing of revised MAPPAs protocol for local working cont

The process of the risk assessment tool used by the probation service was described from the point of view of an associated professional rather than a direct user, and a presentation was made about British and international correctional offending behaviour research and its relation to risk assessment models.

In particular there was a focus on the dynamic risk factors that form part two of the Risk Matrix 2000 assessment procedure for sex offenders.

The Strategic Management Board recognises the need for further training for other partner agencies. It is hoped that other training events for these agencies will be held in the near future.

Introduction of MAPPAs media protocol arrangements

A comprehensive protocol for the handling of sensitive MAPPAs cases and serious incidents was jointly drawn up by senior communication staff from both Thames Valley Probation Area and Thames Valley Police.

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, whether they call the police or the probation service. It gives wider coverage to the valuable contributions made by many agencies in the interest of public protection and rehabilitation of offenders.

It must be noted, however, that not all media attention in relation to offenders under the MAPPAs process is in the public interest. Exposing the whereabouts of offenders who are entitled to be in the community, but who are being closely supervised and managed, can put both the general public and the offender at risk.

Exposure of this kind often leads to the interruption of intensive rehabilitation work with that offender and involves a costly, and disruptive, move to another location in the country. It can also drive offenders who do not have statutory supervision underground, which may put the public at risk.

While the protocol is designed to give the media accurate and comprehensive multi-agency access, it also exists to protect the public from any potentially dangerous situations that media attention can create.

Radio Four

Thames Valley's MAPPAs was the subject of a half-hour Radio Four programme, Map of Minds, in February 2004. Presenter John Waite interviewed probation staff, police, offenders and a victim to get a broad overview of the management of risk specifically relating to sex offenders once released on licence from prison. The full programme can be accessed via the BBC's website: www.bbc.co.uk

1. Category 1 MAPPA offenders: Registered Sex Offenders (RSOs)	
i) The number of RSOs living in Thames Valley on 31st March 2004	763
ia) The number of RSOs per 100,000 head of population	36
ii) The number of sex offenders having a registration requirement who were either cautioned or convicted for breaches of the requirement, between 1st April 2003 and 31st March 2004	1
iii) The number of full sex offender orders (a) applied for and (b) imposed by the courts in Thames Valley between 1st April 2003 and 31st March 2004.	a.3 b.3
iv) The number of interim sex offender orders (a) applied for and (b) imposed by the courts in Thames Valley between 1st April 2003 and 31st March 2004.	a.0 b.0
2. Category 2: violent offenders and other sexual offenders.	
v) The number of violent and other sexual offenders (as defined by Section 68 (3), (4) and (5) of the Criminal Justice and Court Services Act (2000)) living in Thames Valley between 1st April 2003 and 31st March 2004	152
3. Category 3: other offenders	
vi) The number of 'other offenders' (as defined by Section 67 (2)(b) of the Criminal Justice and Court Services Act (2000)) between 1st April 2003 and 31st March 2004	77
vii) The number of restraining orders imposed on any MAPPA offenders by the courts in Thames Valley between 1st April 2003 and 31st March 2004	0
4. MAPPP cases	
viii) Identify how many MAPPA offenders in each of the three categories (i.e. (i) registered sex offenders, (v) violent and other sexual offenders and (vi) other offenders above) have been managed through the MAPPP (level 3) between 1st April 2003 and 31st March 2004.	
registered sex offenders	28
violent and other sexual offenders	13
other offenders	8
ix) Of the cases managed by the MAPPP between 1st April 2003 and 31st March 2004 how many, whilst still in the MAPPP:	
Were returned to custody for a breach of licence?	9
Were returned to custody for a breach of a restraining order or sex offender order?	2
Were charged with a serious sexual or violent offence?	0

Strategic Management Board

MAPPA in the Thames Valley is overseen by a Strategic Management Board (SMB), which ensures that all parties signed up to the MAPPA protocol act appropriately and that the MAPPA process is working effectively. The board monitors the effectiveness of MAPPA work.

The strategic vision for the future is complex and will involve further multi-agency co-ordination.

The Children's Bill, currently before Parliament, proposes Local Children Safeguarding Boards which have a wider remit than the local Area Child Protection Committees and a more 'regional' feel.

The MAPPA needs to link in with these new Boards and also increase its existing links with the Local Criminal Justice Board and local Crime and Disorder Reduction Partnerships (CDRPs).

The CDRPs set local strategy for domestic violence and other crime priorities and the Strategic Management Board recognises that it is essential to join up the vision so that we can make the connections meaningful in practice.

The Strategic Management Board is trying to do this, but has to work within a multi-agency approach, with different structures, priorities and resources. Work for the rest of this year and next will concentrate on these areas and increasing public confidence in MAPPA.

To do this, we plan to introduce lay advisers to the Strategic Management Board.

Lay Advisers

There is a lot of public interest in how police and probation manage sexual and violent offenders. The best way to enable some form of public insight and a lay contribution to this work is to recruit lay advisers to sit on the SMB.

These advisers will help give the public a deeper insight into the work of the MAPPA, as well as a voice. They will have an opportunity to question what is done and why in their area.

The lay advisers' scheme has been successfully piloted in eight police and probation areas. This was a real opportunity for members of the public to make a difference across the country. In Thames Valley, we hope to recruit lay advisers by the end of 2004.

In support of the scheme, Home Office Minister Paul Goggins said:

"Managing high-risk sexual and violent offenders in the community will always need professional and sensitive handling. Multi-Agency Public Protection Arrangements (MAPPA) have already proved to be a tremendous success and we believe this is another important step in ensuring the best possible management of these types of offenders.

"Lay advisers will play a vital role in their local area. 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."

Recruitment of the lay advisers will be through advertisements in local media. Lay advisers, who will not be paid, will attend at least four meetings of the Strategic Management Board a year. They will not have any contact with offenders.

The advisers will be given training but will not be expected to become experts. We will be looking for people who are interested in community and social issues, with a track record of community involvement. All advisers will be cleared through the Criminal Records Bureau. They will stay in the role for up to four years, and can serve two consecutive terms.

Another important introduction will be ViSOR, the Violent Offender and Sex Offender Register. ViSOR will deliver a single, national database designed to meet the needs of both the police and probation service.

As well as being an effective tool for managing offenders, ViSOR's search and retrieval capabilities will also make it a powerful investigative tool. Connection to this national service will take place in Thames Valley in September 2004.

There is still a great deal of work to be done before MAPPAs run smoothly and efficiently throughout all the agencies who are signed up to the process.

On April 1, 2004, the Prison Service will join Thames Valley Probation Area and Thames Valley Police as a constituent member of the 'Responsible Authority' which has a legal obligation to ensure MAPPAs are put into practice.

We welcome the Prison Service on board and hope to detail how this new partnership has contributed to public protection in next year's annual report.

The national development of the MAPPAs has concentrated on preparing to implement the MAPPAs provisions of the Criminal Justice Act (2003). These provisions will come into force on April 5, 2004 and help strengthen the MAPPAs by:

1. making the Prison Service a constituent member of the 'Responsible Authority' with police and probation;
2. formalising the involvement of other agencies which can make an important contribution to helping offenders not to reoffend - the Act imposes a 'duty to co-operate' with the Responsible Authority MAPPAs upon:

- Local authority Housing, Education and Social Services
- Health Service bodies
- Jobcentres Plus
- Youth Offending Teams
- Registered Social Landlords which accommodate MAPPAs offenders, and
- Electronic Monitoring providers

Strengthening the MAPPAs

Strengthening the MAPPA cont.

Other legislative measures

In addition to this work to strengthen the MAPPA, the Government has also begun to strengthen other statutory provisions, the most significant of which is the Sexual Offences Act (2003). This incorporates measures to introduce new sentences for 'dangerous' offenders which will keep them 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 the legislation covering sexual offences, it strengthens the law on rape and on sex 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 will be an offence to buy sexual services from a child below this age, targeting those who abuse children in this way.

The Sexual Offences Act also strengthens the sex offenders register, which has already 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 toward another key Government target, that of improving public confidence in the criminal justice system.

The Government is underpinning this work in its Domestic Violence, Crime and Victims Bill, which is currently going through Parliament. It will create a new independent post of Commissioner for Victims and Witnesses to be a champion/voice for all victims of crime and a new statutory Victims' Code of Practice (to be implemented in April 2005) which will build on the existing Victims' Charter and set out specific responsibilities that each criminal justice service agency and the Victim Support Scheme must provide to victims.

Thames Valley Police

On each of the Police Areas (Basic Command Units) an officer of rank of Superintendent or Chief Inspector represents the police for the local Multi Agency Public Protection Arrangements (MAPPA). 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 MAPPA process across the Thames Valley. They act as a central referral point, disseminate information to each MAPPA and maintain the Thames Valley MAPPA database.

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

National Probation Service - Thames Valley Probation Area

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

Their main role in the MAPPA 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 MAPPA 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 MAPPA 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 MAPPA process and how they can be housed safely.

Partnership
agencies
in the
Thames Valley
cont.

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. We 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 MAPPAs 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.

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 792422
Milton Keynes Council	01908 691691
Buckinghamshire County Council	01296 395000
Slough Borough Council	01753 552288
Royal Borough Windsor & Maidenhead	01628 798888
Bracknell Forest Council	01344 424642
Wokingham District Unitary Authority	0118 974 6000
Reading Borough Council	0118 939 0900
West Berkshire Council	01635 42400

Victim Support:

Aylesbury	01296 397618
Bracknell	01344 411411
Chiltern	01494 732788
High Wycombe	01494 436486
Maidenhead/Windsor	01628 636367
Milton Keynes	01908 607989
North Oxfordshire	01295 277990
Oxford & District	01865 751511/2
Reading	0118 958 6166
Slough	01753 535266
South Oxfordshire	01235 516840

Youth Offending Teams:

Bracknell Forest YOT	01344 354300
Buckinghamshire YOT	01296 434624
Maidenhead YOT	01628 683280
Milton Keynes YOT	01908 391000
Oxfordshire YOT	01865 721212
Reading and Wokingham YOT	0118 9390420
Slough YOT	01753 522702
West Berkshire YOT	01635 264800

Agency
Contact
List cont.

Prison Service:

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

Glossary
of terms

MAPPA	Multi-Agency Public Protection Arrangements
MAPPP	Multi-Agency Public Protection Panels (for Level 3 high, very high or complex cases)
MARMM	Multi-Agency Risk Management Meeting (for Level 2)
MCP	MAPPA Co-ordination Panel
PPO	Public Protection Officer
SMB	Strategic Management Board
SPO	Senior Probation Officer
TVPA	Thames Valley Probation Area
TVP	Thames Valley Police

Definition of sexual or violent offences under the Criminal Justice and Court Services Act 2000:

A sexual or violent offender for the purposes of Sections 67 and 68 of the Criminal Justice and Court Services Act is an offender who has committed one or more of the following offences:

- (a) a sexual or violent offence within the meaning of the Powers of Criminal Courts (Sentencing) Act 2000;

In this Act, 'sexual offence' means any of the following:

- an offence under the Sexual Offences Act 1956, other than an offence under section 30, 31 or 33 to 36 of that Act;
 - an offence under section 128 of the Mental Health Act 1959;
 - an offence under the Indecency with Children Act 1960;
 - an offence under section 9 of the Theft Act 1968 of burglary with intent to commit rape;
 - an offence under section 54 of the Criminal Law Act 1977;
 - an offence under the Protection of Children Act 1978;
 - an offence under section 1 of the Criminal Law Act 1977 of conspiracy to commit any of the above offences;
 - an offence under section 1 of the Criminal Attempts Act 1981 of attempting to commit any of these offences;
 - an offence of inciting another to commit any of those offences.
- In this Act a violent offence' means:
- an offence which leads, or is intended or likely to lead, to a person's death or to physical injury to a person, and includes an offence which is required to be charged as arson (whether or not it would otherwise fall within this definition).
- (b) an offence in respect of which an offender is subject to the notification requirements of Part I of the Sex Offender Act 1997; or
- (c) an offence against a child within the meaning of Part II of the Criminal Justice and Courts Act 2000.

Offence definitions:

Offence
definitions
cont

Section 67 and 68 apply where an offender is:

(i) convicted of a sexual or violent offence as defined above and in respect of which the court has imposed

a relevant sentence i.e. one which is:

- A sentence of imprisonment for a term of 12 months or more;
- A sentence of detention in a young offender institution for a term of 12 months or more
- A sentence of detention during Her Majesty's Pleasure;
- A sentence of detention for a period of 12 months or more under Section 91 of the Powers of Criminal Courts (Sentencing) Act 2000 (offenders under 18 convicted of certain serious offences); or
- A detention and training order for a term of 12 months or more
- A hospital or guardianship order within the meaning of the Mental Health Act 1983

(ii) found not guilty by a court in England and Wales of a sexual or violent offence as defined at a) above by reason of insanity or to be under a disability and to have done the act charged against him in respect of such an offence; and is made subject by the court, which so found to;

a) a hospital order; or

b) a guardianship order within the meaning of the Mental Health Act 1983

OFFENCES WHICH FALL WITHIN THE DEFINITION OF A VIOLENT OFFENCE AT A) ABOVE INCLUDE:

Common Law

Murder Manslaughter Common Assault (only to the extent where there was also a battery leading/ likely or intended to lead to bodily injury) Battery - Where the offence lead to or was intended or likely to lead to physical injury

Infanticide Act 1938

Section 1 - Infanticide

Offences against the Person Act 1861

Section 18 - wounding with intent to cause grievous bodily harm

Section 20 - malicious wounding

Section 47 - assault occasioning actual bodily harm

Section 21 - attempting to choke, suffocate or strangle

Section 22 - administering chloroform, etc - where either the administering of the chloroform or the indictable offence committed leads or was intended or likely to lead to death or physical injury

Section 23 - administering poison, etc

Section 28 - causing bodily injury by explosives

Section 29 - using explosives etc with intent to do grievous bodily harm

Section 30 - placing explosives with intent to do bodily harm

Section 31 - setting spring guns etc with intent to do grievous bodily harm

Section 32 - endangering the safety of railway passengers

Section 35 - causing bodily harm by wanton and furious driving

Section 37 - assaults on officers saving wreck

Section 38 - assault with intent to resist arrest Robbery - where the manner of the offence involves death or physical injury to someone or was intended or likely to do so Aggravated

Burglary- where the manner of the offence involves death or physical injury to someone or was intended or likely to do so

Police Act 1996

Section 89 - assaulting a constable in the execution of his duty

Road Traffic Act 1988

Section 1 - causing death by dangerous driving

Section 3A - causing death by careless driving while under the influence of drink or drugs

Theft Act 1968

Section 12a - causing death by aggravated vehicle taking

Offence
definitions
cont.

Criminal Damage Act 1971

Section 1 - Arson

Section 1 - Arson with intent to endanger life

Section 1 - Arson being reckless as to whether life would be endangered

Aiding, abetting, counselling or procuring any of the above offences.

Criminal Law Act 1977

Section 1 - Conspiracy to commit any of the offences above

Criminal Attempts Act 1981

Section 1 - Attempting to commit any of the above offences

Common law

Inciting another to commit any of these offences.